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ABSTRACT

This document records testimony before the U.S. Senate on the reauthorization of Public Law 84-597, the Library Services and Construction Act (LSCA). The original purpose of the LSCA was to bring library services to rural areas and to those citizens who had previously been deprived of access (the handicapped, disadvantaged, and those who speak English as a second language); library services are currently available to 96 percent of Americans and the number of libraries nationwide has grown to 100,000. The focus of the LSCA in the 1980s is statewide sharing of existing resources; keeping pace with the information technology revolution; and preserving the history that libraries have been asked to keep. The prepared statements that constitute the major portion of the document were presented by experienced practitioners, state librarians, urban library directors, and interested people who have devoted countless hours of volunteer time maximizing the potential of libraries throughout the nation. (THC)

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REAUTHORIZATION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT, 1984

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HEARING

BEFORE THE

SUBCOMMITTEE ON
EDUCATION, ARTS AND HUMANITIES

OF THE

COMMITTEE ON
LABOR AND HUMAN RESOURCES
UNITED STATES SENATE

NINETY-EIGHTH CONGRESS

SECOND SESSION

ON

PROPOSED LEGISLATION AUTHORIZING FUNDS FOR PROGRAMS OF THE LIBRARY SERVICES AND CONSTRUCTION ACT

MARCH 23, 1984

Printed for the use of the Committee on Labor and Human Resources

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REAUTHORIZATION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT, 1984

FRIDAY, MARCH 23, 1984

U.S. Senate,
Subcommittee on Education, Arts and Humanities,
Committee on Labor and Human Resources,
Washington, DC.

The subcommittee met, pursuant to notice, at 10:05 a.m., in room SD-430, Dirksen Senate Office Building, Senator Robert T. Stafford (chairman of the subcommittee) presiding.

Present: Senators Stafford and Pell.

OPENING STATEMENT OF SENATOR STAFFORD

Senator **Stafford**. The Subcommittee on Education, Arts and Humanities will please come to order. Good morning.

Today, the subcommittee convenes to take testimony on the Reauthorization of Public Law 84-597, the Library Services and Construction Act. This act provides Federal funding for public library programs and construction. The information explosion that began in the 1950's has dramatically increased public demand for library services. Libraries now provide a wide range of information services and special programs for disadvantaged populations. Today's community library services are a vital information resource and referral center for residents of all ages.

The Library Services and Construction Act represents a successful Federal, State and local partnership. Though the Federal share is small, 5 percent of the dollars spent, it has made a critical difference, we believe. It has provided the seed money for new initiatives and incentives for States and local communities to develop library programs for physically handicapped citizens and residents of prisons and hospitals. Almost no American student grows up without using a school, public, or academic library, and every American, regardless of education can continue to grow through library resources and programs.

The original purpose of the Library Service and Construction Act was to bring library services to rural areas and to those citizens who had previously been deprived of access. At this time 96 percent of all Americans have library services available to them and the number of libraries nationwide has grown to 100,000. The focus in the 1980's is on statewide sharing of existing resources; keeping pace with the information technology revolution; and preserving the history that we ask our libraries to keep.

I welcome our witnesses and look forward to hearing their testimony. Their diverse perspectives will be invaluable to the committee members as we work on amending this legislation. I am very pleased to welcome Mrs. Ann Richardson, chairman of the board of Reading Is Fundamental. Her reputation as a knowledgeable and devoted supporter of programs that make books available to school children is well-known to us all.

Our three panels today are made up of experienced practitioners, State librarians, urban library directors and interested people who have devoted countless hours of volunteer time maximizing the potential of libraries throughout this Nation.

This is not part of my opening statement but this Senator recalls, and maybe some of you who are from my generation, that one of the uses of academic libraries in college was a very handy place in the evening for students to meet who otherwise were not supposed to be dating. [Laughter.] That is how I met my wife.

[Opening statement of Senator Pell follows:]

Opening Statement of Senator Pell

Senator Pell. It is a pleasure to welcome all of our witnesses today to this hearing which will help us determine the future course of the Library Services and Construction Act. I want to extend a particularly warm greeting to Mr. Bruce Daniels, who serves as the Deputy Director of the Rhode Island Department of State Library Services. He is good to make the trip down to Washington to share his thoughts on the federal support for libraries with the members of the Subcommittee.

The Library Services and Construction Act, which I have been proud to support throughout four Senate terms, is without doubt the single most important source of federal assistance for public libraries. It has provided this support to the states through a system of formula grants and, though this is only a small percentage of all library aid, it is of critical importance in providing library services to special population groups which local jurisdictions alone cannot finance.

It is incredible to me that the Reagan Administration has consistently recommended eliminating all federal funds for libraries. A spending freeze—particularly in light of our current budget deficit—would be understandable and tolerable—but a total cutback is uninformed and simply unacceptable. The Congress has wisely overruled the President and provided funding at reasonable levels. The federal monies have become especially important as local governments have been forced to reduce their own budgets and curtail services. Regrettably, the libraries are usually among the first to absorb cuts.

The pending reauthorization of the Library Services and Construction Act presents those of us on the Education Subcommittee with an opportunity not only to extend this important legislation but to reaffirm a strong federal commitment to our nation's libraries.

This legislation has been tremendously effective in bringing library services to special populations such as the handicapped, the disadvantaged and to those who speak English as a second language. These services must be maintained and expanded into new areas as the needs arise. Major metropolitan libraries, for example, have had to sharply reduce their services as residents have fled to the suburbs and the urban tax base has eroded. Inflation has cut into the ability to purchase new books and open hours have been cut back in many cases.

We must also take a close look at reviving Title II of this legislation—that section which would fund public library construction, renovation and even the conversion of historic structures into libraries. The need for public library construction is acute. The $50 million in the 1983 emergency jobs bill was a beginning, but it is my understanding that over $400 million is the investment needed today to alleviate overcrowding and bring existing library facilities up to date. I am prepared to support a renewed effort in this area.

I look forward to the testimony being offered by our witnesses today—all of whom are familiar with the situation now facing our libraries. I am grateful too for the inspired leadership of our Chairman, Senator Stafford, and look forward to working with him on reauthorizing the library legislation.

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Senator STAFFORD. Our first witness will be Mrs. Ann Richardson, and we would invite Mrs. Richardson to come to the witness table.

STATEMENT OF MRS. ELLIOT RICHARDSON, CHAIRMAN OF THE BOARD OF READING IS FUNDAMENTAL, ACCOMPANIED BY RUTH GRAVES, PRESIDENT OF READING IS FUNDAMENTAL, WASHINGTON, DC

Mrs. RICHARDSON. Thank you, Mr. Chairman.

Sitting at the table with me is Mrs. Ruth Graves, who is the president of Reading is Fundamental.

I very much thank you for inviting me to testify before this subcommittee this morning. I come as chairman of Reading Is Fundamental and represent myself as well as that organization.

We know that access to books is crucial to development of a literate American citizenry.

As chairman of Reading Is Fundamental, I have seen evidence both of the need for increased access to books and of how reading flourishes when books are put into the hands of young people.

Reading Is Fundamental [RIF] has been working for 17 years to bring books and children together—in libraries and in schools as well as in migrant worker camps, juvenile detention centers, on Native American reservations, in hospitals and other places where children congregate.

Through my work with RIF's more than 3,000 local programs nationwide, I have discovered that for children to become good readers, they must have easy and early access to books.

Conversely, children who lack that access all too often join the steadily mounting ranks of the functionally illiterate, who now number some 23 million.

The joblessness, the delinquency, and the wasted human potential that feed upon illiteracy have all been documented.

To combat illiteracy, RIF has built many partnerships, and libraries and library groups are among our most valued partners.

Today, 136 library groups are involved with RIF—providing volunteers, raising funds for RIF books or acting as sponsors of RIF programs.

Workshops for parents on how to encourage their children's reading, preschool reading activities, bookmobiles for children in outlying rural areas, summer reading programs and family nights at the library—these are only a few of the ways in which RIF, public libraries and Friends of the Library join forces to promote reading at the grassroots level.

At RIF we have fresh evidence of the good that comes from making books easily available to children. When RIF's local projects were surveyed last year, the findings offered dramatic evidence that putting books into the hands of children works.

An overwhelming 92 percent of the respondents—mostly teachers, school administrators, librarians and parents—said that RIF has a "major" or "significant" effect in interesting children in reading in the short term. Nearly two-thirds saw evidence of major or significant long-term effects. And 87 percent said that RIF programs reinforces children's use of the library.

One RIF project in Maryland reports and overall circulation at the county library almost doubled with the advent of the RIF project. The librarian attributed this rise to RIF. Interestingly enough, adult circulation increased alongside children's, partly because parents often brought their children to the library for RIF distributions and stayed to borrow books for themselves.

Clearly, after children have had the chance to become interested in books through the RIF Program, they want to—and should be able to—reinforce that interest through the public libraries.

Last year, the Reading Is Fundamental Program reached 2.2 million children with nearly 7 million books. But the demand for access to books in these communities greatly exceeds our present ability to meet those needs. Youngsters need RIF. And they need libraries.

A stream of unsolicited mail arrives in our office testifying to the fact that in some places, were it not for RIF, many children would be denied access to books.

In remote rural areas and in small communities across the country, and even in many of our major urban areas, books are simply not available. Often there are few, if any, public libraries, and many elementary schools lack libraries.

One volunteer from Florida writes, "RIF is our life support system," when it comes to motivating children to read. "The children in our area are not near a library," she continues. "The nearest public library would be 20 miles away if their parents had a car and gas to drive there * * *."

Today, when there is more to learn than ever before, the increasing cost of books makes them a luxury that many families cannot afford. And even when funds are available, only a few communities have book stores that meet the needs of children.

The public library is one of America's greatest resources. For the time it takes to apply for a library card, an American citizen—at any income level—can choose and read absolutely free a wide range of books covering all interests and subject matters.

If we are to create a literate citizenry for the future, we must find ways to provide more of America's children with even greater access to reading materials of all kinds. Reading Is Fundamental warmly supports all efforts to ensure that books are basics, not luxuries, in the lives of American youngsters and of all Americans.

Thank you, Mr. Chairman.

Senator STAFFORD. Thank you very much, Mrs. Richardson.

I want the record to show that on a bipartisan basis this committee and its chairman have supported RIF as a set-aside in the Secretary's discretionary fund in education block grants in the past and it is our intention to continue to do so.

I will state that RIF to some others means reduction in force instead of Reading Is Fundamental.

Mrs. RICHARDSON. We hope that is only in Washington, DC. [Laughter.]

Senator STAFFORD. It just shows the danger of using acronyms, which was illustrated for a good many years ago when Lyndon Johnson was the new President and had all kinds of programs for the Nation, and some of the so-called moderate Republicans felt we needed to have programs of our own as alternatives and not simply be in opposition to the President.

So we went a late night discussing what we could do in the way of alternatives and developed some, and then we talked about the name we should use, the acronym, and somebody said our program should be called Constructive Republican Alternative Programs. [Laughter.] But before we passed that on to the press we realized what the headline would be and we changed it.

Thank you very much, Mrs. Richardson. We appreciate your coming here very much indeed.

Mrs. Richardson. Thank you for the opportunity, Senator.

[The prepared statement of Mrs. Richardson follows:]

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STATEMENT OF
MRS. ELLIOT RICHARDSON
CHAIRMAN OF THE BOARD
READING IS FUNDAMENTAL, INC.

MARCH 23, 1984

Thank you, Mr. Chairman, for inviting me to testify before this Committee.

Access to books is crucial to the development of a literate American citizenry.

As Chairman of Reading Is Fundamental, I have seen evidence both of the need for increased access to books and how reading flourishes when books are put into the hands of young people.

Reading Is Fundamental, Inc. (RIF) has been working for 17 years to bring books and children together — in libraries and in schools, as well as in migrant worker camps, juvenile detention centers, on Native American reservations, in hospitals and other places where children congregate.

Through my work with RIF's more than 3,000 local programs nationwide, I have discovered that for children to become good readers, they must have easy, and early, access to books.

Conversely, children who lack that access all too often join the steadily mounting ranks of the functionally illiterate, who now number some 23 million.

The joblessness, the delinquency, and the wasted human potential that feed upon illiteracy have all been documented.

To combat illiteracy, RIF has built many partnerships, and library groups are among our most valued partners.

Today, 136 library groups are involved with RIF — providing volunteers, raising funds for RIF books, or acting as sponsors of RIF programs.

Workshops for parents on how to encourage their children's reading, preschool reading activities, bookmobiles for children in outlying rural areas, summer reading programs, and family nights at the library — these are only a few of the ways in which RIF, public libraries and Friends Of The Library join forces to promote reading at the grass roots level.

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If we are to create a literate citizenry for the future, we must find ways to provide more of America's children with even greater access to reading materials of all kinds. Reading Is Fundamental warmly supports all efforts to ensure that books are basics, not luxuries, in the lives of America's youngsters.

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Senator STAFFORD. At this point in the record, the Chair is going to, without objection, reserve space for Senator Pell's statement to appear directly after my own if he wishes to enter one, and following that in the record the Chair, without objection, will place a letter from our most able colleague Strom Thurmond in the record and attach thereto a letter to him from the Governor of the great State of South Carolina, Gov. Richard Reilly.

[The material referred to above follows:]

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STROM THURMOND
SOUTH CAROLINA

The President Pro Tempore
UNITED STATES SENATE

March 22, 1984

Senator Robert T. Stafford
United States Senate
Washington, D.C. 20510

Dear Bob:

Enclosed is a letter I received recently from Governor Richard W. Riley of South Carolina regarding the Library Services and Construction Act. Governor Riley has requested that his letter be included in the record of the Education Subcommittee hearing to consider reauthorization of this Act on March 23, 1984.

Bob, I would appreciate your favorable consideration of Governor Riley's request. Thank you for your cooperation in this matter.

With kindest personal regards and best wishes,

Sincerely,

Strom

Strom Thurmond

ST/rzd
Enclosure

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State of South Carolina

Office of the Governor

Richard W. Riley
Governor

Post Office Box 11450
Columbia 29211

March 14, 1984

The Honorable Strom Thurmond
United States Senate
218 Russell Senate Office Building
Washington, D. C. 20510

Dear Senator Thurmond:

I am pleased to know that you are now a member of the Senate Committee on Labor and Human Resources because the work of this committee impacts the lives of South Carolinians in so many ways. At this particular time I wish to speak on behalf of the Library Services and Construction Act since the committee will be holding hearings on HR 2878 (H. Rept. 98-165) on March 23. It will please me if you can arrange for my letter to be entered in the hearings record as support for the extension of LSCA.

South Carolina has benefitted from the LSCA program since its inception as the Library Services Act in 1956. Today we are fortunate to have county (public) library systems in all forty-six counties. LSA/LSCA was instrumental in the establishment of two multi-county regional library systems and ten unified county library systems; it helped up-grade and reorganize four other county systems, and two systems are currently participating in up-grade projects. All of the public libraries have received grants to purchase books and equipment, to extend services to underserved areas, to add programs, and to reach special groups such as the illiterate, the elderly, pre-schoolers, and the disadvantaged. Library service is now provided to residents of thirty-four state correctional, health, juvenile, mental retardation and special institutions. All but two of the institutional libraries were created as a direct result of LSCA incentive grants offered to institutions by the State Library. Our State Library Division for the Blind and Physically Handicapped was established through the help of LSCA funds and the number of blind and physically handicapped South Carolinians receiving library service has grown from fewer than 600 to more than 7,000.

The statement has been made that the Library Services and Construction Act is no longer needed because of past success at establishing the highest practical levels of access to library services. On the basis of South Carolina's experience, I must dispute this conclusion. Although all state citizens have legal access to library service through the county library

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systems, very few have adequate service. Our county (public) libraries have only 1.6 books per capita instead of the three books per capita deemed minimal for good service. Seven county libraries own less than one book per capita. Few libraries are able to provide all of the periodicals, films, A-V materials, and other non-print media needed by users. Public libraries are just beginning to acquire the on-line information services needed by business, professional, and educational groups.

The Library Services and Construction Act is still needed because so much remains to be done in providing the library and information services needed by our people. You are aware of my commitment to improving education in this state. Libraries are a part of our educational system. Public libraries are the primary source of continuing education for citizens who have completed or left school. At the same time, children and students use the public library as heavily as the school library for reading, research, and study. Many other reasons can be cited for continuing LSCA. South Carolina is still a largely rural state. Every county library system provides bookmobile service to rural areas. In 1982-83 LSCA incentive grants of $10,000 to $20,000 enabled eight libraries to purchase new bookmobiles. Without the LSCA grants many of the counties would not have provided the $20,000 to $40,000 in local funds for the bookmobiles. At least nine counties currently have bookmobiles ten or more years old which are in need of replacement. We hope there will be LSCA funds to help with the cost.

You are aware that our state has a high percentage of disadvantaged and functionally illiterate persons. Each year the State Library uses a large portion of LSCA Title I funds as grants to enable county libraries to fund outreach services and innovative programs to serve the economically disadvantaged. For several years public libraries have been involved in literacy programs. In 1983 the State Library formed a coalition with the South Carolina Literacy Association and the Office of Adult Education to combat illiteracy by concentrating resources in seven up-state counties. Literacy projects spearheaded by the public libraries and partially funded by LSCA are now underway in these counties, and another group of counties is being targeted for development of projects in 1984-85.

I should not omit mention of the effects of the LSCA Title II (construction) program in South Carolina. When Title II was funded in the sixties, fourteen county library headquarters buildings, four branch library buildings, and the State Library building were constructed with the aid of LSCA Title II grants. When Congress funded Title II through the 1983 Jobs Bill, South Carolina received some $779,000 in construction funds. As always, the State Library used LSCA as incentive funding, offering grants of $50,000 to $100,000 to counties having high unemployment rates. As a result eleven library buildings will be constructed, enlarged, or converted for energy efficiency. The federal funds stimulated provision of approximately $150,000 in state (Rural Development) funds and some $2.5 million dollars in local funds. In the midst of a depressed economy, most of the local funds were provided by means of grass-roots fund raising campaigns and private contributions.

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The construction program is but one example of the far reaching impact of federal LSCA funds. The Administration states in the FY 85 budget proposal that "public library service and inter-library cooperation should now be a state and local responsibility." Basically, library service __is__ a state and local responsibility. In 1982-83, 82% of public library support came from county governments, 15% from the State, and only 3% from federal funds. But that 3% is significant. All Library Services and Construction Act grants in this state are tied to local effort. In addition to its direct impact upon library resources and services, the Library Services and Construction Act has stimulated the growth of the total library program in South Carolina. Between 1956 and 1983...

...State Aid to public libraries increased from $55,395 per year ($1,500 per county) to $2,339,406 per year -- a 3,897% increase. (The Budget and Control Board which I chair has recommended another increase - from 75¢ per capita to $1.00 per capita or $3,121,820 for 1984-85.)

...Total public library income from all sources increased from $947,361 -- or 45¢ per capita in 1956, to $16,989,859 -- or $5.45 per capita in 1983 (still far below the recommended standard of $10.00 per capita)

...The total bookstock in public libraries increased from 1,473,132 -- or .[illegible] per capita -- to 4,435,283 or 1.42 per capita (still 2,060,401 books short of the state goals of two books per capita and 5,182,221 short of the national standards of 3 books per capita).

Few federal programs have produced such positive results for so small a cost. The Library Services and Construction Act has been effectively administered, and its benefits flow directly to citizens at the local level. I strongly urge you, the Committee on Labor and Human Resources, and the Congress to assure the renewal of [illegible] for the Library Services and Construction Act and continued funding [illegible] program. I support LSCA because it has benefitted South Carolina in the past and because much remains to be done in the present. But I foresee an even greater need in the future. In the Information Age which has already begun, our citizens will need more and more information just to survive. Students, workers, businessmen, researchers, and government officials all require information to make wise and effective decisions. Libraries are a primary information resource, but they need the support of federal recognition as well as funding to keep pace with growing needs. LSCA has helped the South Carolina State Library develop an interlibrary loan system to back up all the libraries of the state. Plans are now in place to create a statewide automated library and information network which can have tremendous effect on the educational and economic development of our state. The revised Library Services and Construction Act, with its emphasis on networking and resource sharing, will help South Carolina develop the information resources and delivery system needed in today's society.

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For all these reasons I support the renewal of the Library Services and Construction Act and urge your support also.

Sincerely yours,

Dick

Richard W. Riley

RWR/vlm

cc: Eileen Cooke, Director
ALA Washington Office

Betty E. Callaham, Librarian
South Carolina State Library

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Senator **Stafford**. Now, the committee would invite the first panel, Mrs. Jean Fletcher of the Governor's Conference on Libraries, Quincy, FL; Mrs. Mary Kitt Dunn, White House Conference on Library and Information Services from Greensboro, NC; and Mr. Alexander Nole, Trustee, Wolcott Public Library, Wolcott, CT.

It would be the Chair's intent to take you in the order in which you were announced if that is agreeable, and we never seem to have enough time here and that is true again this morning. So we would appreciate your concluding your remarks in 5 minutes.

Mrs. Fletcher, Senator Paula Hawkins has asked me to say that she regrets that she is unavoidably elsewhere. Her duties have held her to be elsewhere at the moment and therefore she has to forgo the pleasure of introducing you to the committee but she sends you her best regards, and we will be pleased to hear from you at this point.

STATEMENT OF JEAN FLETCHER, GOVERNOR'S CONFERENCE ON LIBRARIES, QUINCY, FL; MARY KITT DUNN, WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES, GREENSBORO, NC; AND ALEXANDER NOLE, TRUSTEE, WOLCOTT PUBLIC LIBRARY, WOLCOTT, CT

Mrs. **Fletcher**. Thank you, Senator Stafford.

I represent Gadsden County, FL, which is located in north rural Florida. It is a privilege for a person from a rural area to be here to testify before this committee this morning about library service.

There are three things that I wish to discuss with you:

First, the value of the Library Service and Construction Act from a rural perspective;

Second, what LSCA means to my community; and

Third, the need for continued Federal assistance.

One of the incentives in the passage of LSCA in the 1950's was the discovery that the reading and informational needs of rural people are not significantly different from those of urban residents.

Florida has made a tremendous progress in service to the rurally isolated, the journey is not complete. We have gone from 66 percent unserved in 1957 to 86 percent served; however, due to the growth in population there are still as many in actual numbers unserved now as there were in 1957.

A group of concerned citizens in Gadsden County in the year 1978 addressed an issue which had been ignored since the incorporation of our county in 1823, and that issue was the need for a public library. We had never had one. Our motto was, "We cannot do everything but we can do something." We are not a wealthy county.

The county commission faced numerous service needs in addition for those for library service, but we convinced the board that the people of the county wanted and that they needed libraries and that they would supoort them with their tax dollars.

So when the board of county commissioners met to create the ordinance establishing the library, the meeting room overflowed and spilled out onto the courthouse lawn. The board passed the ordinance unanimously and the applause was overwhelming.

During our first year, we were able to open three libraries in the largest municipalities. This was no small feat under circumstances and we did this on a budget less than $100,000.

In 4 years, our book circulation has grown dramatically. We have registered 16 percent of our population, and that number grows steadily each year.

However, the fact of a low tax base in rural areas still exists. Today, our library operates on one-third of the State average per capita funding. We have less than one book per capita which is less than one-third of the accepted standard.

What has been the role of the Federal aid in our development? Each year over half of the money that we spend on books comes from LSCA for special purpose materials. With this help, we have addressed significant needs of the economically disadvantaged and rurally isolated. These include the following which I will not describe in detail because they are in my testimony: Vocational development, life skills, health care information, adult literacy, black life and culture.

Our community struggles to survive and and we struggle to do our share. We depend on the Government to help us do its part to raise us above the limits of our unequal financial resources and to do its part in making possible the cooperative functioning of the thousands of independent libraries in this country.

What I have tried to convey today is summed up in one simple statement. "It takes money to run libraries." I urge you to continue to support the Library Services and Construction Act. Our people need library services. They use it. They rely upon it, and we cannot stand alone. Without LSCA, all we can do is to keep the doors open and maybe the lights on. (Laughter.) (The red time light went on)

Thank you.

[The prepared statement of Mrs. Fletcher with attachments, follow:]

Statement of
Jean Fletcher
before the
Committee on Labor and Human Resources
United States Senate
on the Reauthorization of the
Library Services and Construction Act
March 23, 1984

My name is Jean Fletcher of Gadsden County which is located [illegible] North Florida. I am Purchasing Director and Veterans Service Officer for [illegible] Gadsden County Board of County Commissioners. It is a privilege for a person from a rural area to testify before this committee about library service.

There are three things that I want to discuss with you this morning:

1. The value of the Library Services and Construction Act (LSCA) from a rural perspective
2. What LSCA means to my community, Gadsden County, Florida; and
3. The need for continued federal assistance.

One of the incentives for the passage of LSCA in the 1950's was the discovery that the reading and informational needs of rural people are not significantly different from those of urban residents.

Since that time, media and modern education have pervaded the lives of urban and rural Americans alike. Information needs in rural areas have therefore become even more pressing. It would be an injustice to provide a severely limited range of information to those who live in rural areas. LSCA funds, by supporting resource sharing, interlibrary loan, and other information delivery systems, have gone a long way in eliminating the disparities in library service available to rural and urban Americans. Without LSCA, rural Americans would be effectively cut off from the information resources that they desperately need and that are available in larger urban libraries.

Perhaps more importantly, LSCA has furnished seed money for rural library development. This is graphically illustrated by the fact that when LSCA was first passed, there were only four Florida counties with countywide library service, and that in just ten years, with the help of LSCA, there were forty-one. Without LSCA this would not have been possible.

Nevertheless, while Florida has made tremendous progress in service to the rurally isolated, the journey is not complete. We have gone from 66% unserved in 1957 to 86% served; however, due to growth in population, there are still as many in actual numbers unserved now as there were in 1957.

I want to say with all the emphasis I can that we do our part locally. Statewide, as the chart in your packet shows, local support for libraries has remained at 91% of the total funding for library services in Florida. We are not asking for an unneeded subsidy, but for funds in areas in which the federal role complements local and state effort.

In 1978 in Gadsden County, Florida, a group of concerned citizens addressed an issue that had been ignored since the incorporation of the county in 1823. The issue? - A need for public library service. Our motto was, "We can't do everything, but we can do something!" Citizens from all parts of the community joined together to establish a library. Service clubs, retired teachers, active teachers, persons from the business community, government leaders, and just interested folks, with the help of the State Library of Florida, worked together to establish our library.

Ours is not a wealthy county. The county commission faced numerous service needs in addition to those for library service. We convinced the board that the people of the county wanted and needed libraries and would support them with tax dollars. A newly formed Friends of the Library group challenged all five county municipalities, community organizations, and individuals - even school children - to raise money to match county tax funds to show we meant business. It worked!

When the Board of County Commissioners met to consider the ordinance establishing the library, supporters overflowed the meeting room and spilled out onto the courthouse lawn. The board passed the ordinance unanimously. The applause from the crowd was overwhelming; you would have thought that the library was the Commissioners' first priority. We care more about the community's quality of life - represented by libraries - than about the few improvements to roads brought about by the same meager amount of money.

Gadsden County taxes are within .5 mills of the state's constitutionally allowed limit. Its resources are stretched to the maximum, and in order for libraries to survive, the county's funding must be supplemented by municipal contributions, state aid, and federal assistance.

In our first year, we were able to open three libraries in our largest municipalities, no small feat under the best circumstances; and we did this with a budget of less than $100,000!

In four years, our book circulation has grown dramatically, we have registered 16% of our population, and that number grows steadily each year.

However, the fact of a low tax base in rural areas still exists. Today, our library operates on one-third of the state average per capita funding. We have less than one book per capita, less than one-third of the accepted standard.

What has been the role of federal aid in our development? Each year, over half of the money that we spend on books comes from LSCA for special-purpose materials. LSCA provides the quality, the materials that address the special needs that our people share. With the help of LSCA, we have addressed several significant needs of the economically disadvantaged and rurally isolated.

Vocational Development: Since the disappearance of the tobacco industry in north Florida in the mid 1970's, unemployment has been catastrophic. For generations, thousands had been employed in this labor-intensive agricultural economy. When tobacco ceased to be grown, my neighbors faced a modern world for the first time, without necessary training and life skills to cope with this revolution in their lives. Our library, working with other area agencies, identified necessary vocational materials, acquired them, and promoted their use to help Gadsden Countians make the transition into modern society.

Life Skills: Not only did our people need jobs and skills to make them employable, but they had to learn to adjust to the complexities of contemporary America that they were being forced to confront for the first time. Our library, using federal LSCA funds, acquired materials about topics ranging from home economics to resume writing.

Health Care Information: The need for health information is very great in our community. The infant mortality rate is over twice the average in the state. Our library acquired and promoted the use of health care materials. Area social service agencies and schools have helped promote the use of these, resulting in frequent waiting lists. Not only are materials being bought, they are being used by a population that needs them!

Adult Literacy: Over 33% of our adults are functionally illiterate. LSCA

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funds provided seed money to train volunteer teachers and buy basic reading level materials for adults. The volunteer program started with federal funds will continue to make the public library a community center for help in dealing with adult illiterates beyond the reach of our schools.

Black Life and Culture: In Gadsden County, 60% of us are black. These are not black people who are bound by the cultural limits of the ghetto, but by rural isolation, poverty, and school systems hard pressed to meet the goals of standard education. There are no cultural opportunities such as museums, theater, and dance available here; the public library is the only opportunity within reach of our people. For the first time, our black community has access to the records of its history and rich cultural traditions. Library Services and Construction Act funds have helped establish collections in these areas to respond to the needs of black citizens above and beyond the traditional basic collection of a public library.

Without LSCA, our library would be seriously crippled, not just hurt, but crippled. LSCA funds are used to purchase materials and for the direct provision of service; not one penny is used for administration. In fact, we must match with local funds or in-kind contributions the federal funds we receive.

Obviously, with less than one book per capita our public library cannot begin to fill locally the informational needs of its citizens. But, thanks to the State Library and the Florida Library Information Network, materials that we cannot provide can be borrowed from other libraries. This systematic sharing of materials requires money to support organization, communication, and postage. LSCA provides the basis for supporting these linkages that make such cooperation possible.

Public funding serves a variety of purposes, and it should come from sources that are appropriate to the purpose. Our community struggles to do its share. We

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depend on the federal government to do its part to raise us above the limits of our unequal financial resources and to do its part in making possible the cooperative functioning of the thousands of independent libraries in this country.

Since rural library service is often associated with bookmobile service, I would be remiss if I did not mention this method of rural service delivery. Over the years, many LSCA dollars have been used to establish this service. I regret to inform you that rising costs have significantly decreased the number of bookmobiles in our state. For example, my neighboring six-county regional library, which covers three thousand, seven hundred and seventy nine miles, has had to take their three bookmobiles off the road. I understand that fourteen of our libraries have established books-by-mail service as an alternative.

While LSCA funds have been used to experiment with this alternative service delivery, the costs for many of these programs have been assumed by local governments. This is a fine example of now LSCA seed money helps us adjust to changing times. It also may be an example of the fact that our rural population is not receiving the quality of service they received in the 70's.

What I have tried to convey to you today is set forth in this simple statement, "It takes money to run libraries." I urge you to continue to support the Library Services and Construction Act. Our people need library service, they use it, they rely on upon it; we cannot stand alone. Without LSCA, all we can do is just keep the doors open and the lights on. Let us continue to maintain our partnership, to assure that our nation is strong by providing every citizen the opportunity to avail him- or herself of knowledge and information wherever they might reside in our country.

SELECTIVE STATISTICS OF PUBLIC LIBRARY DEVELOPMENTS IN FLORIDA
LSA 1957 - LSCA 1984

	1957	1967	1984
Population of Florida	4,244,900	6,083,000	10,595,100[1]
Population Served	1,817,633	5,231,380	10,375,332
Local Revenues	$2,373,827	$9,545,836	$62,237,725
Per Capita Expenditures From All Sources	$ .36	$ 1.49	$ 7.05
EXPENDITURES BY SOURCE	Local 98.5% State [illegible] Federal 1.5%	Local 91.7% State 2. % Federal 6.3%	Local 91% State 7% Federal 2%
# (%) of counties receiving LSCA direct grants	9 (13%)	41 (61%)	57 (85%)
# (%) participating in LSCA statewide programs (FLIN, inter-library loan, etc.)	9 (13%)	67 (100%)	67 (100%)
Books Per Capita	.80	.86	1.50[2]
Bookmobiles	3	33	41
Books-By-Mail	0	0	14

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[1] Projected 1983 estimate, University of Florida, Bureau of Economic Research

[2] FY 81-82 Statistics. 1983 Florida Library Directory with Statistics.

Senator STAFFORD. Thank you very much for a very good statement, Mrs. Fletcher.

Now, the committee would be very pleased to hear from Mrs. Dunn. Mrs. Dunn, we want you to know that Senator East had hoped to be here to introduce you to us but this seems to be a day when Senators are trying to be in three places at once, and he simply could not make it.

We would be pleased to hear your testimony at this point

Mrs DUNN. Thank you, Mr. Chairman.

My name is Mary Kitt Dunn. I am a member of WHCLIST, a task force group elected to monitor the resolutions that were made at the White House Conference in 1979. This group organized in 1980 with a delegation of 118 lay and professional librarians following the conference. We try to be responsive to current activities as well as the resolutions and have been active and involved with such things as Reading Is Fundamental—I am happy to have an opportunity to hear Mrs. Richardson this morning—and to respond to the report on "A Nation at Risk."

This group is made up of lay people, and I emphasize that because lay people involved in libraries are volunteers. I am a volunteer. My experience with libraries in public schools spans 20 years of volunteer work.

I am also a member of the steering committee for the task force that is tracing the resolutions. As a member of this committee, I have the opportunity to be in contact with the legislation and am happy to see that legislation has passed the Congress in the support of libraries, specifically the LSCA Program.

Most recently, I have served two terms, which is 4 years, on the North Carolina Advisory Committee for the administration of LSCA funds. Because of my involvement with libraries and especially because of this 4-year experience, I want to thank you for this opportunity.

I can tell you firsthand if every program that this Government funded were administered and evaluated as carefully as these programs in North Carolina, it would be wonderful to behold.

From my experience on this committee, I can testify that the Federal funds for LSCA are efficiently administered, providing quality programs and effective services for North Carolina.

One of the first projects that I recall as a new member of the committee was an outreach service to the elderly and handicapped in a western region of North Carolina. Having had considerable personal experience with elderly in my own family, I immediately recognized the need and importance of such service to the quality of life in the later years. What better way can we recognize the contribution of hard working older Americans than with Federal funds for effective library service.

While I was on this committee, the 25th anniversary of LSCA was celebrated. I would like to tell you some of the things that 25 years of LSCA funds have meant to North Carolina. In the early construction funds in title II, one-third of all of the libraries in the State of North Carolina were built. For the first time in a State with large rural populations, this made library service more accessible to all the people. We now have libraries from Hatteras Point on the Outer Banks to the Quallaboundary Library on the Cherokee Indian Reservation, and I would like to comment here that the Quallaboundary Library is now a public library. It is not currently receiving LSCA funds, and I think that is a significant fact.

Direct grants to public libraries through LSCA are a means of improving service to all the citizens of the State. All of our public libraries receive some form of direct grant to be used at the discretion of the local librarian who has his or her pulse on the needs of that particular community but it is definitely evaluated and reviewed by the advisory committee.

When you bring citizens and lay people into an advisory committee as volunteers, they care about what happens and develop a genuine interest and visit. We made site visits and talked to the librarians and looked at the projects and really saw and felt that the needs of special populations were being met and that the services provided by this program are definitely valuable to North Carolina.

Additional programs serve the special needs and populations. I already mentioned the outreach to the elderly. The summer reading program involved 120,000 children in North Carolina last summer. Its cost, $6,000 in LSCA funds. That is a good use of seed money, and this encourages reading throughout the summer for school age children and it has story hours for the preschoolers.

The blind and physically handicapped rely heavily on the services, and this is definitely an intellectual lifeline for them.

I will skip now to the last paragraph. Lifeline to all of us is what libraries can provide. In short, effective connections, and LSCA represents that to me because it brings together in a cooperative manner so many agencies that provide good service in libraries, and it has been my experience as a volunteer when agencies cooperate a lot more gets done more efficiently.

I sincerely believe that it is important—no, essential—to maintain effective connections as we move toward 2000 A.D.

I, a citizen, a taxpayer, a reader, a believer that information is the foundation of freedom, am keenly concerned that the libraries of this country are kept strong, viable and growing.

Was it not Thomas Jefferson who said that people are capable of governing themselves if they have adequate information? The changes that have occurred since then are indescribable, almost insurmountable to those of us who are attempting to process them in our lifetime.

I sincerely request your support of the LSCA Reauthorization Act. A lot has been accomplished in the last 25 years. The next 25 are the challenge. Without the dollars, indeed, the capital to build access to information, we may continue to be "A Nation At Risk".

Thank you, Mr. Chairman.

[The prepared statement of Mrs. Dunn follows:]

Statement of
Mary Kit Dunn
Member of WHCLIST
to the
Subcommittee on Education, Arts, and Humanities
Senate Labor and Human Resources
on
Reauthorization of the
Library Services and Construction Act
March 23, 1984

Good Morning! My name is Mary Kit Dunn. I am an member of the WHCLIST, a Task Force group elected to monitor the progress being made on Resolutions of the White House Conference, on state and local as well as national level. This group also tries to be responsive to current activities and concerns at the national level such as the Report on "A Nation At Risk". This group is made up of lay people and librarians who were delegates to the White House Conference who are dedicated to good libraries. I live in Greensboro, North Carolina. I am a Career Counselor at a small private college, Greensboro College. I am also a member of the Steering Committee for the Task Force that is tracing the Resolutions from the White House Conference on Library and Information Services. I am not a librarian. I am a library volunteer. My volunteer experience with libraries spans 20 years, including: story-telling in school libraries, serving on church and school library committees, attending the North Carolina Governor's Conference on Libraries, and the White House Conference on Libraries.

Most recently, I have served two terms on the North Carolina Advisory Committee for the administration of LSCA funds. Because of my involvement with libraries for many years and LSCA for four years, I want to thank you for this opportunity to come and tell you how beneficial these federal dollars have been and are to North Carolina.

From my experience on the North Carolina Advisory Committee, I can testify that the federal funds for LSCA are efficiently administered providing quality programs and effective services for North Carolina. One of the first projects that I recall as a new member of the committee was an out-reach service to the elderly and handicapped in a western region of North Carolina. Having had considerable personal experience with elderly in my own family, I immediately recognized the need and importance of such service to the quality of life in the later years. What better way to recognize the contribution of hard-working older Americans than with federal funds for effective library service?

While I was on this committee, the 25th anniversary of LSCA was celebrated! I would like to tell you some of the things that 25 years of LSCA funds have meant to North Carolina. For North Carolina, the early construction funds in Title II were used to build one third of the libraries in the State. In a state with a large rural population, this made library access possible for the first time. Libraries from Hatteras Point on the Outer Banks to the Qualla boundary Library on the Cherokee Indian Reservation, all of these libraries have either been built or aided by LSCA funds. Direct Grants to public libraries through LSCA are a means of improving service to all citizens of the State. Additional programs serve special needs and populations. I have already mentioned out-reach to the elderly. Other significant programs are the Children's Summer Reading Program which involved 120,000 children in North Carolina last summer. This is designed to encourage reading throughout the summer for school age children and to have story-hours for pre-schoolers to encourage them to read.

The Blind and Physically handicapped rely heavily on the services provided through LSCA funds. Books and magazines, on tape and in Braille are an intellectual life-line for them.

Federal dollars also provide for library programs in state hospitals, correction centers and prisons, patients, residents, and inmates, all citizens who can benefit from library service which in a different way is their life-line to the world.

Life-line to the world sounds extreme maybe. But that same life-line can be there for all of us for continuing-education. After formal school, at any level, the Public Library is the one resource available to everyone. As the population ages, more people will be retired, have more leisure, have more need for all types of information, programs, films, public forums, etc. (In one small community in North Carolina the only place in town that is large enough to accommodate the town meeting is the public library.) To invest federal money in libraries is a life-line to an aging population in a word-processing world.

As I understand it, LSCA is a classic example of an idea which came into reality because enough people believed, coordinated, communicated, and cooperated to make it possible. In short, EFFECTIVE CONNECTIONS have brought libraries to millions of people to date. I sincerely believe that it is important, no, essential, to maintain EFFECTIVE CONNECTIONS as we move toward 2,000 A.D.

I, a citizen, a taxpayer, a reader, a believer that information is the foundation of freedom, am keenly concerned that the libraries of this country are kept strong, viable, and growing. Wasn't it Thomas Jefferson who said that people are capable of governing themselves if they have adequate information? The changes that have occurred since then are indescribable, almost insurmountable, to those of us who are attempting to process them in our lifetime.

I sincerely request your support of the LSCA Reauthorization Act. A lot has been accomplished in the past 25 years — the next 25 are the challenge. Without the dollars, indeed the capital to build access to information, we may continue to be A Nation At Risk.

Senator **Stafford**. Thank you very much, Mrs. Dunn.

If we did not say it earlier, all of the statements of all witnesses will appear in the record in full as if read so that nothing will be omitted from the record.

Now, Mr. Nole, we would be glad to hear from you. As I said earlier, you are a trustee of Wolcott Public Library in Wolcott, CT, and since there is a Wolcott, VT, and many Vermont settlers in the 1700's came from Connecticut, I suspect that some of your earlier ancestors trekked to Vermont and established Wolcott, VT.

Mr. **Nole**. That could be, sir.

Senator **Stafford**. I should also say that Senator Weicker would have liked to be here this morning to introduce you, but again, he is caught up in other events and was not able to be here.

Mr. **Nole**. I understand.

Thank you very much. I appreciate the ability to come here before you. As you stated, my name is Alexander Nole. I am the recent chairman of the board of trustees of the Wolcott Public Library. I have served on the Wolcott Library Board for 20 years. I am also a member of the Association of Connecticut Library Boards and am currently serving as its treasurer.

I am here today to speak with you about the importance of the Library Services and Construction Act to people who live in small towns like Wolcott and to the people of our State.

I would like to limit my address to two areas which are of great importance to me. The first is library resource sharing and the second is literacy.

Last year, Wolcott ranked 147 on a rank in wealth of Connecticut's 169 towns. Obviously, a poor town of 13,000 people does not have the financial resources to provide all of the library services which are requested by its residents. Although no library can offer everything which is asked for by its public, small rural communities are especially hard pressed. This is ironic because the public library is often the primary cultural and information center in a small town as it is in ours.

We are fortunate, however, because the State library in Connecticut uses both State and Federal funds to offer library services which we could never afford locally. Our librarian can make use of a State interlibrary loan center to secure books for local people from other libraries in our State and across the country. She did so 152 times last year. In addition, our regional library cooperative received an LSCA subgrant for a regional interlibrary loan system. Due to that system, we were able to borrow for our citizens 237 items from other neighboring libraries.

Through these interlibrary loan systems, Wolcott also lends its books to other libraries so everyone is able to participate, even libraries like ours whose resources are limited.

We do, however, receive 1-day service from Connecticut's LSCA fund film service. Although 16-mm films are generally too expensive for a small library to purchase, we were able to provide 65 film showings last year by borrowing films from the State library.

In addition, Wolcott residents benefit by two State-funded programs which are used as matching funds for our Federal grant. The first we call Connecticard. This is a reimbursement program which allows every resident of Connecticut to use his local library card in any public library in the State. You can see what benefits this would have for residents of a small town. Because State funds of almost $500,000 are used to reimburse the larger libraries, our residents can use libraries in the town where they work, where they shop, or anywhere they choose.

A complimentary State-funded service to Connecticard is Connecticar. This is a library delivery system which shuttles books back and forth among libraries. Therefore, in Connecticut you cannot only borrow library materials from whichever library you choose, you may also return them to any library. The Connecticar vans see that the materials eventually get to the right place.

Looking to the future of resource sharing, our regional library cooperative received an LSCA subgrant last year to plan for cooperative automation activities in northwestern Connecticut. Wolcott is involved with 18 other public, academic, and school libraries in planning for an automated circulation system which would both link all of these libraries for resource sharing and also automate routine activities such as book circulation and acquisitions. In addition, Wolcott has profited by another LSCA subgrant which partially funded a graphic artist to be shared by 25 libraries in our region. This has enabled many small libraries to publicize their services and programs to the people of their communities.

Beyond the basic library business of providing books and information, Wolcott has made use of other LSCA funded State library programs. We have had a State library consultant to help us with plans for a new library building. Our small library staff has been able to attend inservice training workshops which are regularly held by the State library.

The other issue which I would like to discuss today is literacy. Wolcott is adjacent to the city of Waterbury, a city of 100,000 people which is even further down on the rank in wealth than Wolcott.

In 1978 and 1979, the public library in Waterbury received an LSCA subgrant to establish a local literacy program in that city. The library worked with the Literacy Volunteers of Connecticut to provide one-to-one instruction in reading and English as a second language for teens and adults who are functionally illiterate or who cannot speak English.

Today, there is a Literacy Volunteers affiliate in the Waterbury Public Library which served 150 students with 108 tutors last year alone.

There are currently 19 literacy volunteers affiliated in Connecticut, most of which are headquartered in the local public library, and 1,886 students were served by those affiliates last year.

It is important that libraries be able to provide both materials and space to support these programs. In the coming year, the State library will offer grants to those 19 libraries to purchase literacy materials. This work should be continued and expanded. Libraries are a natural place for adults to be able to continue their education. Certainly adults who have not yet learned to read should be able to turn to their local libraries for help.

The LSCA Program is a source of seed money to start programs like the one in Waterbury. A small amount of well-placed Federal money can bring on ongoing State and local support for these important activities.

[The prepared statement of Mr. Nole follows:]

PREPARED STATEMENT OF ALEXANDER NOLE

I am Alexander Nole, Chairman of the Board of Trustees of the Wolcott Public Library. I have served on the Wolcott Library Board for 20 years. I also have been a member of the Association of Connecticut Library Boards, and am currently serving as its Treasurer.

I am here today to speak with you about the importance of the Library Services and Construction Act to people who live in small towns like Wolcott, and to the people of our state.

I would like to address two areas which are of great importance to me. The first is library resource sharing, and the second is literacy.

Last year, Wolcott ranked 147 on a rank in wealth of Connecticut's 169 towns. Obviously, a poor town of 13,000 people does not have the financial resources to provide all of the library services which are requested by its residents. Although no library can offer everything which is asked for by its public, small rural communities are especially hard pressed. This is ironic because the public library is often the primary cultural and information center in a small town, as it is in ours.

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The other issue which I would like to discuss today is literacy.

Wolcott is adjacent to the City of Waterbury, a town of 100,000 people which is even further down on the rank in wealth than Wolcott.

In 1978 and 1979 the public library in Waterbury received an LSCA sub-grant to establish a local literacy program in that city. The library worked with the Literacy Volunteers of Connecticut to provide one-to-one instruction in reading and English as a second language for teens and adults who are functionally illiterate or who cannot speak English.

Today, there is a Literacy Volunteers affiliate in the Waterbury Public Library which served 150 students with 108 tutors last year alone.

There are currently nineteen literacy volunteers affiliates in Connecticut, most of which are headquartered in the local public library. 1,886 students were served by those affiliates last year.

It is most important that libraries be able to provide both materials and space to support these programs. In the coming year, the State Library will offer grants to those nineteen libraries to purchase literacy materials.

This work should be continued and expanded. Libraries are a natural place for adults to be able to continue their education. Certainly adults who have not yet learned to read should be able to turn to their local library for help.

The LSCA program is a source of seed money to start programs like the one in Waterbury. A small amount of well-placed federal money can bring on-going state and local support for these important activities.

Senator **Stafford**. Thank you very much, Mr. Nole, for your statement. I think the record might very well reflect this morning that we are advised that Mr. Nole has just been named the Connecticut Library Trustee of the Year Award for which we offer our congratulations.

Mr. **Nole**. Thank you. Word gets around very fast. I just heard about it yesterday.

Senator **Stafford**. I might ask you this question, Mr. Nole. Do you believe that the Connecticard system which you described in your statement for Connecticut could operate equally well in other States?

Mr. **Nole**. No question about it, sir. I think it is a wonderful opportunity for other States to make use of.

Senator **Stafford**. Thank you.

Mrs. Dunn, a special title for library services to Indian tribes was a strong recommendation of the delegates to the White House Conference on Library and Information Services. Could you comment on what prompted this concern and what do you think is the appropriate means to meet this need?

Mrs. **Dunn**. Mr. Chairman, as I understand it, the concern was prompted by the fact that Native Americans felt that they had been unserved in public library service, and from my experience in North Carolina, I would use the Quallaboundary Library as an example, and that is all that I have knowledge of. Whether that would work in States with larger populations, although we do have several tribes in North Carolina, but in other places in North Carolina, they are served through the public library because they are integrated into the community.

We do have in North Carolina, as a result of LSCA funds, a foreign language center, and this, although our foreigners are relative small in number, they are growing, and this center serves the entire State. It is located in Cumberland County, and it is one means of helping these people assimilate into our culture and yet provide them at the same time materials that they can read in their own language.

I do not know if that directly answered your question.

Senator **Stafford**. Well, that will do for the time being. Thank you.

Mrs. Fletcher, does Florida have any special user groups whose needs have not been met under current law?

Mrs. **Fletcher**. Yes, we do have some needs that have not been met. We have not been able to get into the handicapped area of providing for all them. We have sign language for the hearing, but we need some Braille machines. We need a number of other things, and people to help us to coordinate these programs. I think that is the most prevalent need right now. And circulation materials for the aging.

Senator **Stafford**. Thank you very much. For the committee I thank all three of you for the time and trouble you have gone to to come and be with us here this morning.

Now, I will ask the second panel, Mrs. Patricia Klinck, who is the State librarian in Montpelier, VT; and Mr. Bruce Daniels, who is the Deputy Director, Department of State Library Services in Providence, RI, if they would come to the witness table.

Mrs. Klinck, since I am your Senator, I can say welcome to Washington, DC, and to the Senate Subcommittee on Education, Arts and Humanities. We are glad you are here, and I am going to ask you to proceed in just a minute.

But before I do that, I will say to Mr. Daniels that my partner in this committee, Senator Pell, we hope will be able to get here by the time we reach you so that he can introduce you.

Mrs. Klinck, would you care to go ahead?

STATEMENT OF PATRICIA KLINCK, STATE LIBRARIAN, MONTPELIER, VT AND BRUCE E. DANIELS, DEPUTY DIRECTOR, DEPARTMENT OF STATE LIBRARY SERVICES, PROVIDENCE, RI

Mrs. **Klinck**. My name is Patty Klinck, and I am the State librarian in Vermont. I am also the immediate past chair of the chief officers of State library agencies and a member of WHCLIST, which was described by Mrs. Dunn.

Vermont is probably, and I will take issue with Florida, the most rural State in the United States with two-thirds of its 520,000 people living in towns under 2,000. What we lack in people we make up for in libraries. We have 220 public libraries, but only 20 of them have professionally trained staff; 100 of them have no telephones, and almost that same number are open less than 12 hours a week.

Vermont, like a few other States, is a State with a town-based government. It does not have an intermediate level, and the tax base is small and scattered. We talk about per capita, but in a State where most towns range in the number of 1,000, $10, $20 or $30 per capita does not go very far for library service in the days of technology.

I recently read in one of the dissenting view in the House where one of the reasons for getting rid of library funding was that such a small percentage of the overall national amount of library funding is Federal. In Vermont, this small amount is crucial.

LSCA has meant the difference for Vermonters between the 19th century and the 20th century, the difference between having a few books to read and having access to books and information both throughout the State and nationally. LSCA was the source of funding for automated interlibrary loans nationwide through OCLC. It was the source of automation that allows every public library free access to the bibliographic data bases. In 1982, it provided for the initiation of automated computerized cataloguing for 70 small public libraries in a State where not one, even the largest public library, could afford this service by itself.

Federal funds have allowed us to develop a comprehensive training program for untrained public librarians. It provides, like Connecticut, a statewide film service, supplementary collections to small public libraries, services to 2,000 blind and physically handicapped, but most important, it provides an integrated interlibrary loan system where the most isolated Vermonter within a few days can have information from any collection in the State of Vermont including the university and now nationwide.

I think the greatest value of LSCA has been its flexibility, the ability to devise balanced programs that can make a difference in a State where no library can carry out a program by itself.

Most of my concerns about the bill are in my written testimony, but in striving for balance and in striving for flexibility, I would like to mention one concern I have, and that is in title I where there are several priorities, the disadvantaged, the physically handicapped, and now the elderly.

I realize the wording was taken from the former title IV for the elderly, but I am concerned about the specificity of the wording in title I for this particular constituency. In a rural State, the how-to specificity specifically in my case, looking toward the transportation line, if taken literally and without very clear qualifications in the report as to the intent of that section, could become very costly in rural areas.

I look at Vermont, but I more look at North Dakota or Wyoming where the distances are so great and transportation would be hard to provide. If this cannot be taken out of the bill, I would like to see that it be looked at very carefully in the reporting language to insure that arbitrary and very specific regulations are not written to take this constituency above other constituencies.

I would recommend, I think as an ideal, that this be taken out as far as specific language and be put in as a priority, leaving the development of the planning to each individual State to be addressed according to the needs and the conditions and the other programs of those States. If that cannot be done, look to the reporting language to write intent.

And I think this is the other concern I would like to mention in the bill is that the whole bill be looked at for intent in the reporting language. I am very concerned that the bill which is a flexible and reasonable document gets very caught up in regulations and guidelines when it goes the next step, and this has been a great concern I think not only to me but to many States throughout the country.

Sometime ago I read that the difference between the haves and the have-nots used to be economic and now it is quality and quantity of information, and I think the one thing that LSCA has done is allowed isolated rural areas to have access to information that they never would have had in any other way, and I think just for that alone that the reauthorization is a positive and forward thing.

[The prepared statement of Mrs. Klinck follows:]

STATEMENT OF
PATRICIA E. KLINCK
VERMONT DEPARTMENT OF LIBRARIES

before the
SUBCOMMITTEE ON EDUCATION, ART AND HUMANITIES
U. S. SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

March 23, 1984

My name is Patricia Klinck. I am the State Librarian and Commissioner of Libraries for the State of Vermont. I am also the immediate past Chair of the Chief Officers of State Library Agencies, the national organization of persons from each state who, among other responsibilities, administer the states' programs under the Library Services and Construction Act. I would like to thank you for this opportunity to appear before you today to share with you the accomplishments of LSCA in providing library services and access to information in a small, rural state which will not continue without financial support from the Federal Government.

According to the 1980 Census, Vermont is the most rural of the fifty states but its problems and needs are not unique in spite of unique regional differences and political structures. All of the rural states have large geographic areas, widely scattered populations - sometimes isolated, sparse human and material resources, and an inadequate local tax base from which to provide library services. These factors have made it difficult, but, with the help of LSCA, not impossible to bring rural library services into the technological age and then to maintain and keep pace with changing technology. Vermont is no exception. Its 512,030 people are scattered in 246 towns over 9,609 square miles with two-thirds of them living in towns of less than 1,500.

To complicate matters even further, Vermont had a per capita personal income of only $9,446 in 1981, well below the national average of $11,056 and the New England average of $11,811.

Although the majority of residents in rural areas do not, for the most part, have access to a wide variety of cultural, educational, and economic resources, they cannot be stereotyped. Even though some Vermonters admit to never having seen a streetlight or been on an elevator, one cannot call them poor or backward. Rural America, at least Vermont, has the same population diversity of informational needs as urban or suburban areas throughout the country. What is different is the absence of public facilities and services and more important the absence of a concentrated local tax base to provide local services beyond the bare essentials. Vermont, for example, has a town government structure which provides for 220 public libraries with an average local tax support of only $4.14 per capita. More than forty towns in Vermont have no library at all.

Despite creativity and careful budgeting, the rural tax base, when related to the cost of hardware, telecommunications rates, etc. for libraries, makes it difficult for the great majority of libraries in small towns with library budgets often under $1,000 to advance into the technological age. For example, almost 50% of Vermont's libraries do not yet have telephones. This figure can be duplicated in rural areas from coast to coast. Even worse, some untrained librarians and trustees actually claim the telephone a general nuisance and completely unnecessary to provide library service. This brings me to a further complication. Rural areas, because of salaries, or lack of them, do not attract trained library personnel to develop creative services to meet the needs of the patron. In Vermont there are only twenty librarians with MLS degrees in 220 public libraries. Small budgets mean that few library materials can be purchased and that libraries can only be open a few hours a week. In Vermont, 96 of the 220 libraries are open less than twelve hours a week. When people are used to inadequate services all their lives, their level of expectation never rises and the chain of poor service continues.

In spite of present conditions, the need for rapid and complete access to information is as important to rural populations as to all other populations. For us, the major challenge is how to meet the information needs of isolated rural Americans in a rapidly changing technological society on an ongoing basis.

Over the period of 25 years, Federal library funding under LSCA has accomplished a great deal in helping to provide resources, materials, and trained staff to rural Vermonters. It provided for an outreach books-by-mail program for the geographically isolated and for the development of a statewide film service. It provides for materials and service to 2,000 blind persons including such things as use of talking book equipment to insure blind voters the right to privacy in the voting booth. LSCA has allowed Vermont to provide users of even the smallest public library with free access to automated bibliographic data bases and to all major informational resources in all libraries through a union catalog. In 1982 Federal funding made centralized computerized cataloging through OCLC available to all eligible public libraries, a service no small library could or will be able to afford individually. Seventy libraries now participate. LSCA as a single source of funding has provided the stimulus for rural Vermont libraries together to move forward into new areas of technology which limited individual library budgets do not allow.

This brings up a philosophical question. Does the library, small as well as large, as an institution have a role in providing information to citizens in the new technological revolution? Yes, but can it afford the cost. Looking to the future, it becomes more and more apparent that any new system will have to be developed to meet human needs, not to meet the specifications of existing systems. Although costs of automated services will be expensive, decreasing costs and size of hardware may make service more accessible and easier to update for information retrieval. However, while the cost of hardware may decrease, fixed costs for libraries are increasing astronomically. When I look at my postal costs which have doubled in two years, telephone costs which are spiraling upward, or line charges for the teletype and terminal, it becomes more apparent that the cost of electricity, telecommunications and other utilities necessary for transmittal of information are going nowhere but up and up. Some libraries now spend more for heat and light than for books.

Inexpensive information is going the same way as cheap energy. When the maintenance costs of technology are coupled with wide geographic distances to be served, costs become prohibitive for the small library and its taxpayer/user. To date it is LSCA that has made the difference, moving the status quo to action and modernization.

What is the most important achievement of LSCA? In a small, rural state with limited resources it has been the furthering of resource sharing and cooperation among libraries of all types, public and private, to allow every citizen no matter how isolated access to the major informational resources of the state. Although cooperation is now established, the challenge of keeping pace with rapidly changing technology needed to carry out the program becomes greater and more difficult as time goes on. LSCA is the one source of funding that has provided the means to introduce technology for resource sharing in a small rural state. LSCA Title III has provided the means for planning and implementation of cooperation and resource sharing through technology but the challenge has just begun. The planning component of the proposed LSCA Title III is one welcomed step forward. Although all goals, objectives and schedules may not always be met on a timely basis, a focus for statewide integrated cooperation and sharing will be thoughtfully developed.

I would urge the reauthorization of LSCA to insure that all citizens have access to resources and information. H.R. 2878 is a reasonable and acceptable bill. However, I must address the few concerns I continue to have with it in its present form.

First, I continue to be concerned about the maintenance of effort requirements as is the Vermont General Assembly. LSCA (Sec. 7) should take care to insure that states are not required to replace lost Federal monies with state funds to be eligible for future Federal funds. In fact, if Federal funds are reduced or eliminated, it should be understood that state funds could also be ratably reduced or eliminated rather than be required to increase to take the place of Federal funds. Although we would all like to have assurance that the states will replace Federal funds in event of Federal decline, it is highly unrealistic and unlikely that it will happen in view of declining state resources. I would urge that two wording changes be made to clarify states' responsibilities for matching funds and to allay fears that Federal rules and regulations will be required of states even if no

Federal funds are available. Both of these changes would be to Sec. 7 (Payments). First, Sec. 7a "... an amount equal to the Federal share of the (total) sums expanded by the State and its political subdivisions in carrying out the programs under such plan..." State library agencies are responsible for many library programs and constituencies other than those which fall under LSCA which, indeed, may not be eligible for LSCA funding. Amounts spent for such purposes are above and beyond matching requirements and even though they may be included in programs which are partially LSCA funded, they cannot be included for reporting purposes because they are not allowable expenses.

Second, at the end of Sec. 7 B and Sec. 72 add the words "so long as there were Federal funds in that year."

My second major concern is Section 11(4), the amendment added to H.R. 2878 concerning the elderly. We all agree that library services to the elderly are a priority under LSCA and I realize the wording was taken directly from the former Title devoted to Older Americans. I would question, however, the necessity of requiring the specific detailed planning criteria for this priority in this Act while it is not required for others, e.g., handicapped, disadvantaged. These "how to" details should be left to state plans as with other priorities as conditions and needs differ from state to state. Just one example is providing transportation which while in some locations is feasible, in far-flung rural areas with no public transportation could become an expensive, difficult, and even impossible task and will drain funds from already inadequate library services to all populations. If these words are interpreted literally, as presently written, it could leave almost no funding for library service to the overall population.

My third concern comes under Title II Construction, specifically the process of disposing of buildings built several years ago and funded partially with LSCA. The present process requires an extremely cumbersome procedure at the Federal level before a building can be "delibraried." It would be helpful if a mechanism could be developed whereby the state library agency which is responsible for approving Title II projects and distributing funds also could be responsible for signing off buildings based on local conditions and changing populations. The USDOE would be required to review and cosign the decisions as it does with grant funds. This would provide a flexible and reasonable approach to a growing problem as some buildings originally funded with LSCA in the past are no longer adequate or useful but must continue to be maintained at local taxpayers' expense. The ideal, of course, would be to have one set of criteria applicable to the disposal of any building which had been built, remodeled, renovated, etc. regardless of under which Federal program the funds originated.

My fourth and last concern is an overall observation. LSCA has been broad, reasonable.

and flexible legislation. Unfortunately, the regulations, guidelines, and interpretations that follow can be arbitrary and seem to have little relation to the intent of the bill and rather than clarify indeed hamper the states looking at services in view of local conditions, geography, need for service and overall balance. Regulations and operating guidelines are crucial to planning and implementation and should be continually reviewed to insure that they clearly and realistically meet the intent of the legislation.

Some time ago I read that the difference between the have and have not areas of the world, the developed and underdeveloped, which up to now has depended on the economic and product wealth of a nation, in the future will depend greatly on who has the best qualitative and quantitative access to information. Will our own rural areas become have nots?

As technology increases, so do my concerns about the ability of our citizens to read. Literacy and back to the basics are important issues today, yet we continue to see a great decline in reading and writing skills. We now have pocket calculators that do mathematical equations or language translations. Our children play computer games in kindergarten. Are we coming full circle to a new elitist society in which the few will read and reason, the image of the Renaissance man perhaps, while the rest of humanity will be doomed to push buttons to gather food, fuel, and information? Who then will advance technology?

The challenges of the late 80s and 90s will continue to include funding, and the information explosion. In my mind, the library is the institution that can use technology but can resist and hopefully prevent an information imbalance or overload. I admit the library was instituted in a simpler time but its basic role - insuring that information is available to all - has not changed. It is only the methods and the formats that change. We must channel the capability of technology to provide the proper incentives, legislation, and funding to insure that individuals, no matter where, rich or poor, have the same right and access to information resources wherever the resources are located. This is the challenge of the next decade. In a world where pendulums swing to extremes the library must work to maintain balance, balance between efficiency and service - balance between the machine and the human, to insure that people have both the right to read and savor and the right to quick access to current information. The reauthorization of LSCA is a positive step toward this goal.

Thank you.

Senator **STAFFORD**. Thank you very much, Mrs. Klinck. We have listened carefully to what you have said and all of the members of our committee will read the statement that will be fully in the record.

As an aside, I would say that in our towns of 1,500 we do not need libraries to know what is going on within the town, but we do need them to know what is going on elsewhere in the country.

Now, like John Wayne leading the cavalry to the rescue, Senator Pell has arrived here just in the nick of time.

Senator Pell, the next witness is from your State.

Senator **PELL**. Thank you very much, Mr. Chairman. I would ask that an opening statement that I have here be inserted in the record as if read following your opening statement.

Senator **STAFFORD**. I have already, without objection, made that arrangement.

Senator **PELL**. Thank you very much, indeed.

It is now a great delight to introduce Bruce Daniels with whom I have worked over the years and who does a grand job as deputy director of the Rhode Island Department of State Library Services. I am very glad you are here.

Mr. **DANIELS**. Thank you, Senator Pell.

Mr. Chairman, I am deputy director of the Rhode Island Department of State Library Services. The department is the agency in Rhode Island that administers LSCA. On behalf of the library community in Rhode Island, I want to express our appreciation to the Members of the Senate for their continued strong support for libraries. We feel that Federal funding is essential for libraries. Library and information services are no longer just a State and local issue. Information is transmitted to and from libraries across State lines and from one region of the country to another. Federal funding is essential if libraries are to provide the necessary information to industry and research as the U.S. enters an era of industrial redevelopment and redeployment and to the individuals in this country who will need to be retrained to function effectively in this new economic environment.

I would like to spend a few minutes highlighting title I and title II of LSCA. We are pleased to see the continued emphasis in title I on services to special populations. In Rhode Island, we use LSCA funds to support services to the blind and physically handicapped. Currently we are serving over 3,000 individuals in Rhode Island many of whom have no other access to library services. If we lost LSCA, we would be forced to reduce this service by 33 percent.

We also use LSCA funds to provide library services to State-supported institutions. Currently we serve nine institutions and four alternate care facilities with library materials and equipment, library programming and consultant advice on the development of on-site library services. If LSCA were not reauthorized, we would be forced to reduce this service by 20 percent.

We are very pleased to see the addition to the priorities of LSCA programs for establishing libraries as community information centers and for using the new technologies to meet the library and information needs of communities.

We have found that the demands on the local libraries are becoming more scientific and technical, much more so than in the past. This demand is coming at a time when much information shortly will be available only through accessing to on-line data bases. These data bases are very costly. They range in cost from $40 to $285 per connect hour. We feel that in the future we will use LSCA funds to provide startup costs for providing on-line data base searching in our local libraries.

Related to the new technologies is the concern about educating the general public in the use of computers. The West Warwick Public Library in Rhode Island used LSCA funds to establish an adult computer learning center in the library. It provided courses in the fundamentals of using microcomputers and in simple programming. It has been a very successful program, one that we hope we can duplicate in other libraries in Rhode Island.

Literacy is also a very big concern in Rhode Island. We have had one library in particular, Coventry Public Library, use LSCA funds to establish a training program for literacy volunteers. Through the efforts of this program, a State chapter of the Literacy Volunteers of America was established and we look forward to many other libraries in Rhode Island following Coventry.

Other libraries have established adult basic education collections to support adult learning activities in their communities. We feel that in the future there will be more libraries needing to offer these kinds of collections and we look at LSCA funds to provide that kind of support.

I would like to turn now to title II, public library construction. We are very pleased to see that title II is once again in the reauthorized version of LSCA. We hope that it will be funded in the future.

In the past LSCA has provided funding for 17 construction projects in Rhode Island. Currently we are using funds from the emergency jobs bill in two of our projects, in North Scituate and in Smithfield, RI. The projects that these two libraries have undertaken will double the public service area that they will have available to their residents.

We, every 2 years, undertake an analysis of the projected construction needs of our public libraries. At this point, we are projecting over the next 5 to 10 years that 14 libraries will need to undertake a construction project of some type. The total cost of all these projects is estimated to be over $23 million. You can see that we desparately need LSCA title II.

In summary, the reauthorization of the Library Services and Construction Act is essential to the continued strengthening of library services in this country. Some have said that since Federal funds for library programs are only 5 percent of the total spent for library services the loss of Federal funds would not be felt. The Rhode Island Department of State Library Services strongly disagrees with this particular assessment.

In Rhode Island the loss of LSCA would mean a 33-percent reduction in services to the blind and physically handicapped, a 20-percent reduction in services to the institutionalized, and a 20-percent reduction in support of activities which strengthen public library services.

Library and information services are not just the responsibility of State and local government. With the introduction of the new technologies, information and library materials are shared across State and regional boundaries. There is a Federal role in providing funding for library and information services.

I thank you.

[The prepared statement of Mr. Daniels follows:]

TESTIMONY OF

BRUCE E. DANIELS

DEPUTY DIRECTOR, RHODE ISLAND DEPARTMENT OF STATE LIBRARY SERVICES

ON THE REAUTHORIZATION OF THE

LIBRARY SERVICES AND CONSTRUCTION ACT

BEFORE THE

SUBCOMMITTEE ON EDUCATION, ARTS AND HUMANITIES

OF THE

SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES

WASHINGTON, DC

MARCH 23, 1984

My name is Bruce E. Daniels and I am the Deputy Director of the Rhode Island Department of State Library Services. The Department is the agency in Rhode Island which administers the funds provided by the Library Services and Construction Act. In addition I am also representing the White House Conference on Libraries and Information Services Taskforce (WHCLIST). The Taskforce, created as a result of a resolution of the 1979 White House Conference, is composed of two delegates from each state and is responsible for monitoring the implementation of the White House Conference resolutions.

On behalf of the Rhode Island library community and the White House Conference on Library and Information Services Taskforce, I want to express our appreciation to the members of the Senate for your

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continuing strong support for libraries as evidenced in the LSCA reauthorization legislation. Federal funding for library services has had a tremendous impact on the development of and the strengthening of those services. We are now, however, at a crucial point in the history of the development of library services. With the explosion of information and the revolution in the way information is accessed, libraries must drastically change the scope of services that they provide to serve their communities effectively. It is essential that federal funding for libraries continue. Library and information services are no longer just a state and local issue. Information is transmitted to and from libraries across state lines and from one region of the country to another. Federal funding is essential if libraries are to provide the necessary information to industry and research as the United States enters an era of industrial redevelopment and redeployment and to the individuals in this country who will need to be retrained to function effectively in this new economic environment. The reauthorization of LSCA is vital if libraries are to achieve their goals. Therefore, I strongly urge that the Senate approve the reauthorization of LSCA.

TITLE I--LIBRARY SERVICES

The continuation of the emphasis in Title I on services to special populations is important. Currently in Rhode Island, LSCA funds are supporting services to the blind and physically handicapped which reach over 3,000 citizens who sometimes have no other access to library

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services. These services include the provision of materials in braille and recorded formats, specialized reference services, and large print materials. If LSCA funds disappeared, we would be forced to reduce this service by 33%. Such a reduction would have a devastating impact on the blind and physically handicapped community in Rhode Island.

Residents of the state supported institutions and group homes also receive specialized library services which are supported in part by LSCA funds. The services provided to nine institutions and four alternate care facilities include library materials and equipment, programs designed to meet the residents' particular needs, and consultant advice on ways to strengthen existing institutional library services. If LSCA funds were no longer available, these services would have to be reduced by 20%. Such a reduction would severely impact services to the institutionalized just at the time when many residents are moving into group home settings and when library services to the institutionalized need to be revamped to take this change into consideration. Public libraries, at the moment, do not have the resources or the expertise to provide services to group homes.

The addition of programs for establishing libraries as community information centers and for using the new technologies to meet the library and information needs of communities to the LSCA priorities strengthens the Act. The Rhode Island Department of State Library Services has made this one of its priorities. Currently in Rhode Island, citizens are examining a proposal which would result in a fundamental change in Rhode Island's economic development policy. If it is adopted and is successful as expected, it will shift Rhode

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Island's declining economic base from its dependence on smoke stack industries to an economic base with strong ties to education and research. These new industries that will be created will need to have a strong information delivery system to support their research and development activities. The demands on local libraries will increase, and the demands will be for materials and information that are more technical than current demand. At the same time it is estimated that scientific and technical information will increase at a rate of 40% per year and that knowledge in general will double every twenty months. In addition, the publishing industry is publishing more and more reference and technical information only in an on-line format. These developments make it essential that local libraries have access to these data bases. The cost of these data bases, however, is very high. Currently access to these data bases range from $40 to $285 per connect hour. In the very near future the vendor's of these data bases will be providing the text of scientific and technical journals exclusively on-line. The cost of accessing these data bases may well be even costlier. Added to these costs, of course, will be telecommunications charges. It is estimated that telecommunications charges for libraries will be increasing 60% to 100%. Researchers, business people, and students need to have access to this information. LSCA funds can provide the start-up costs for providing these much needed services.

Related to the use of the new technologies is the need for educating the general public in the use of computers. This need is growing, especially with the out-of-school adult. It is a problem of computer literacy. The West Warwick Public Library, for example, used LSCA funds to establish a computer learning center. The center

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provided courses on the fundamentals in using microcomputers and in simple programming. In addition it provided participants with time to practice on computers in the library. The program was successful and the demand was very high. LSCA funds in the future could support start up and demonstration projects in other libraries. Schools are providing training to students but very little is being done for adults; this is an issue that can and should be addressed by libraries.

Two other areas of major concern to public libraries in Rhode Island are the literacy and adult basic education problems. Rhode Island has a high illiteracy rate and a very high rate of adults who either have had no high school training or who have not graduated from high school. The 1980 census revealed that 21% of the adult population has received no high school training and 33% of all adults have not graduated from high school. Libraries in Rhode Island have begun to respond to these situations by using LSCA funds to establish pilot projects in literacy training. The Coventry Public Library used LSCA funds to begin a training program for literacy volunteers. The project has been very successful, and has led to the establishment of a Rhode Island chapter of the Literacy Volunteers of America. In a subsequent project funded by LSCA funds, Coventry Public Library, in cooperation with its local cable television franchise, created literacy tutor training program tapes to be telecast over cable television.

Several Rhode Island public libraries have used LSCA funds to establish basic adult education collections. The Narragansett Pier Free Library, the North Kingstown Free Library and the South Kingstown Public Library developed collections of high interest/low vocabulary materials to support the adult basic education activities of the

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Washington County Adult Learning Center. In the future as Rhode Island industry requires a more educated work force, more and more libraries will need to respond to these adult education needs. LSCA funds could be used to establish literacy and adult basic education classes in libraries and to build collections aimed at the new adult reader.

TITLE II--PUBLIC LIBRARY CONSTRUCTION

The Rhode Island Department of State Library Services is very pleased to see that Title II has remained in the reauthorization of LSCA. In the past, LSCA has provided funding for 17 construction projects in Rhode Island. We only hope that funds will be appropriated in future years.

There is a great need for funds for public library construction in Rhode Island. The funding that Rhode Island received last year under the Emergency Jobs Bill Act was quickly used up to support projects in North Scituate and in Smithfield. North Scituate's project provides for an addition to the library which will double its public service area. In Smithfield, the East Smithfield Public Library is remodeling a vacated school to replace the existing library which is too small to respond to the needs of its community. East Smithfield's service space will double as a result of the move.

There is still, however, much to be done in Rhode Island. Every two years we survey local public libraries to make an assessment of potential construction projects. The current projection that we have for the next ten years indicates that fourteen public libraries need to undertake construction projects totalling over $23,000,000.

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These projects not only provide permanent community resources as major public facilities serving all citizens in our cities and towns, but also provide productive employment for local contractors and construction workers. They also create the incentives for raising matching local funds.

TITLE III--INTERLIBRARY COOPERATION AND RESOURCE SHARING

As we approach the Twenty-First Century, the advantages of interlibrary cooperation and resource sharing become more and more significant. As mentioned earlier, scientific and technical information is expected to increase at a significant rate annually. Currently the average cost of a book is $30.59 with increases in the future projected at 14% per year. Journal subscriptions average $44.80 per year with a annual increase projected at 14.5%. It is evident that no library will be capable of owning most books or journals that will be published. Libraries will find it an ever increasing need to cooperate with each other and share resources.

Over the past 20 years we have used LSCA funds to support the Rhode Island Interrelated Library Network (50 public libraries, 4 regional library centers, the Principal Public Library, and 11 academic and research libraries) as the major vehicle for interlibrary cooperation and resource sharing in Rhode Island. The Network handles over 36,000 interlibrary loan requests per year, provides backup reference services to local libraries and provides for delivery of materials among the libraries. Much more needs to be done. Greater use of the new technologies needs to be undertaken to increase the

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speed and effectiveness of the Network.

This past year LSCA funds were used to purchase an electronic mail and office automation system to replace the Network's teletype system. Five public libraries and eleven academic and research libraries will use the system to transfer information on materials that are requested by users of local libraries throughout the state. This is a beginning step in increasing the quality and speed of service of the Network to the local user.

To further increase the efficiency of the Network, a statewide data base of information on what each library owns is needed. Currently twelve public libraries and eight academic and research libraries have their records in a machine readable format. To have a statewide data base, the remaining thirty-eight public libraries and three academic and research libraries would need to have their records converted to a machine readable format, and the varying records would have to be combined and reconciled. Such a project is estimated to cost over $600,000. Once a statewide data base is created, local libraries will need to purchase terminals to access the data base and will have to pay the related telecommunications and maintenance costs. These increased costs will be more than offset by the improved access and quality of service, the ability to do cooperative collection development, and the reduction of the duplication of processing services.

TITLE V--FOREIGN LANGUAGE MATERIALS ACQUISITION

The Rhode Island Department of State Library Services strongly

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supports the purpose of this title. Rhode Island has a very large number of citizens whose primary language is not English. In the 1980 census, a total of 146,914 residents spoke a language other than English at home. This has a significant impact on libraries. The Central Falls Public Library is a case in point. Central Falls, in recent years, has experienced a significant increase in the number of Spanish-speaking residents. At the same time, Central Falls has experienced severe financial problems which have prevented the city from providing the library with funds to revamp its collection to reflect the changes in its community. As a result a significant part of the community lacks library materials to meet its needs. Title V would enable the Central Falls Public Library to apply for funding to enhance its collections to better serve its Spanish-speaking community.

Rhode Island has also experienced a large influx of Southeast Asian immigrants, and public libraries have found it very difficult to find funding for materials to serve this new population. In 1979 the Providence Public Library used its Major Urban Resource Library grant to purchase Laotian and Cambodian library materials. If additional funds were available, public libraries could apply for grants to purchase these specialized materials to meet increasing community educational and cultural needs.

TITLE VI--LIBRARY LITERACY PROGRAMS

The Department of State Library Services supports Title VI as an essential part of the LSCA reauthorization. As discussed earlier, Rhode Island has a significant illiteracy rate and, as a result, public

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libraries are very much interested in addressing this problem. Title VI would offer public libraries another funding source for developing literacy programs and building library collections for new adult readers.

The White House Conference on Libraries and Information Services Taskforce has also carefully examined the reauthorization legislation and fully supports it. Our analysis has shown that the reauthorization legislation addresses twenty-one of the resolutions that were adopted by the White House Conference on Library and Information Services in 1979. These twenty-one resolutions represent over thirty percent of the number adopted by the White House Conference. We are very pleased that the Senate has responded to the concerns of the over 100,000 citizens who participated in the White House Conference process.

SUMMARY

The reauthorization of the Library Services and Construction Act is essential to the continued strengthening of library services in this country. Some have said that since federal funds for library programs are only 5% of the total spent for library services, the loss of federal funds would not be felt. The Rhode Island Department of State Library Services strongly disagrees with this particular assessment. In Rhode Island the loss of LSCA funds would mean a 33% reduction in services to the blind and physically handicapped, a 20% reduction in services to the institutionalized, and a 20% reduction in support of activities which strengthen public library services. Library and information services are not just the responsibility of state and local governments. With the introduction of the new technologies, information and library materials are shared across state and regional boundaries. There is a federal role in providing funding for library and information services.

I appreciate the opportunity to testify today on behalf of the Rhode Island Department of State Library Services and the many fine libraries, library professionals and interested citizens in Rhode Island. I have tried briefly to give you some idea of how these federal funds are used in Rhode Island and how we would use the future funding to improve and expand library services to our citizens. Rhode Island is small, culturally diverse, and has a strong tradition of local library service. Rhode Islanders will greatly benefit from increased access to information, technological innovations and national information sources and services which this legislation provides support.

Senator **Stafford**. Thank you very much, Mr. Daniels.

Mrs. Klinck, you mention in your testimony that only 20 librarians in Vermont have specific training. How do LSCA moneys help you to provide consultation services to these library programs?

Mrs. **Klinck**. One of the things that LSCA funds provide is for a statewide consultant that will work upon request with any librarian on a local level on a 1-to-1 basis, and because of the State law, that is the only way we can do it is if they request it, and that person last year went and visited over 100 libraries to work.

Senator **Stafford**. In your testimony, you state that 50 percent of the libraries in Vermont are without telephones. How do these libraries benefit from new technologies?

Mrs. **Klinck**. Basically flexibly. We will deal with them in any way they want to be dealt with, but I think the most important thing now is we provide computerized cataloging through OCLC, a national cataloging data base for them. They just mail in their order slips and we put it on the computer and the cards are mailed to them, and we have them on an automated data base.

Senator **Stafford**. Thank you very much.

Mr. Daniels, you mentioned support for a separate title for foreign language materials acquisition. What would this new title allow the State of Rhode Island to do with LSCA funds that you are not able to accomplish through title I, the basic State grants?

Mr. **Daniels**. It would enable a number of our libraries who have a fairly significant non-English speaking population to be able to apply for grants to strengthen their collections. Several communities have large Spanish-speaking populations. We have not been able to provide funding to provide materials because of using title I funds for other purposes.

We also have a fairly large Southeast Asian population which has settled in Rhode Island, and libraries are beginning to receive a number of requests from this particular constituency, and the materials are very costly and we feel that the new title would provide the opportunity to acquire more materials than what currently is possible.

Senator **Stafford**. Thank you, sir.

Senator Pell.

Senator **Pell**. I would just like to follow up that point about the Southeast Asians. I believe I am correct in saying the city of Providence has, on a percentage basis, the largest influx of Southeast Asians of any city in the United States, including Los Angeles. I may be wrong in that but I think so.

So the request for reading matter is obvious. How many books do we have now in Vietnamese or the Southeast Asian languages?

Mr. **Daniels**. It is, I would say, a very small collection, Senator Pell, probably no more than maybe 100 to 200 titles.

Senator **Pell**. And with all the Portuguese immigrants that we have coming in, do we have any Portuguese collections of books in the public library system in Rhode Island?

Mr. **Daniels**. Several libraries have very small collections, but again, they are not adequate to meet the needs of the constituencies, and there have been greater demands on the libraries for increased collections.

Senator **Pell.** The percentage of Americans reached by library services is now about 94 percent. Do you think that our State does about the same as that or better or worse?

Mr. **Daniels.** I would say it is probably about at that level. However, the level of sophistication of the service varies from community to community. Many of the smaller libraries have not been able to tap into many of the new technologies yet, but we are beginning to move in that direction, and I hope that by the year 2000 that all the libraries will be able to use the new technologies to serve their communities.

Senator **Pell.** One final question. Maybe you could inform me or maybe somebody on the next panel could, but I have always been a great admirer of the Library of Congress catalog cards. I notice now that the New York Public Library and the Library of Congress are starting to leave using those cards and putting the data on to computers. Do you think this is a good idea? Are they doing it in other States?

Mr. **Daniels.** I think it is a good idea, Senator Pell, because it provides much quicker access than through the printed card. With the information online, we will be able to access that much quicker than we have in the past. So I very definitely think that in not too many years we will see libraries using computers to access materials rather than having the printed card that we now currently have in most libraries.

Senator **Pell.** Does that mean that we will eventually get rid of having the printed card?

Mr. **Daniels.** I think that we probably will by the 21st century definitely, if not before.

Senator **Pell.** Small libraries will have their own computer terminal?

Mr. **Daniels.** I would think so, yes.

Senator **Pell.** Thank you very much.

Senator **Stafford.** Thank you very much, Senator Pell

I think this would be a good time, while Senator Pell is here, as the ranking member of this committee, for the chairman to say that, while Senator Pell can speak for himself, I believe he is joining me in preparing legislation to reauthorize the Library Act and probably with about a 15-percent increase in authorized funding over present funds. So we thought you all might like to know that.

Senator **Pell.** I concur in that thought and would support the chairman, and we will do our best.

Senator **Stafford.** In view of the commendible brevity with which all of the witnesses have spoken thus far, in the spirit of Calvin Coolidge, I am going to make you all honorary citizens of Vermont.

We have one more panel to go. and I want to thank the panel who has just spoken.

The next panel will be Mrs. Barbara Markuson of Indiana Cooperative Library Services Authority, Indianapolis; Mrs. Jane Heiser, Literacy Resource Librarian, Enoch Pratt Free Library, Baltimore; and Mr. Edwin Holmgren, director, branch libraries, New York Public Library, New York City.

Ladies and gentleman, we will go in the order in which we announced your names, if that is agreeable.

To Mrs. Markuson, I would say that Senator Quayle has especially asked that I convey to you his regards and his regrets that he has not been able to be here personally for your testimony and to introduce you to the committee.

STATEMENT OF BARBARA MARKUSON, INDIANA COOPERATIVE LIBRARY SERVICES AUTHORITY, INDIANAPOLIS, IN; MRS. HEISER, LITERACY RESOURCE LIBRARIAN, ENOCH PRATT FREE LIBRARY, BALTIMORE, MD; AND EDWIN HOLMGREN, DIRECTOR, BRANCH LIBRARIES, NEW YORK PUBLIC LIBRARY, NEW YORK, NY

Mrs. MARKUSON. Thank you.

I am Barbara Evans Markuson, executive director of the Indiana Cooperative Library Services Authority, which is a statewide library network located in Indianapolis.

For 20 years, I have worked to promote library cooperation, automation and networking beginning at the Library of Congress on its automation project and as a consultant to State, local, and Federal agencies and have been working on library cooperation at the State level for 9 years.

I brought with me a jigsaw puzzle of the State of Indiana because I thought it might illustrate what it is that we are trying to do with library network services. If we think of this as every library in the State of Indiana, every library has only a piece of the information puzzle.

If we put 50 boxes here and had all 50 States, I think you could see what a fascinating task it was a few years ago to have a person come into your library where you have this much of the information puzzle, but they need a part in another library. We had very laborious means to try to locate this information. Where out there is it?

I went yesterday to the terminal——

Senator STAFFORD. I was going to say, Mrs. Markuson, that that looks almost as complicated as our efforts to try to come up with a balanced budget. [Laughter.]

Mrs. MARKUSON. It is something like that. We may even be doing a better job. [Laughter.]

I went on the data base yesterday, and this gets back to Senator Pell's question about the Library of Congress catalog card record, by cooperating and putting this information into data bases, we can locate those pieces more rapidly. So we find out yesterday a small library in western Indiana needed a book on radiology and dental practice, and we looked through our information pieces in Indiana, and we did not have this piece of the information puzzle, and we borrowed that book via the computer network from Clarke County Community College in Las Vegas.

One of our industries, Miles Laboratory, needed a book on advertising, and we looked through our information pile and we could not find it and we went to the University of Tennessee.

I also just at random picked a State to look up in the OCLC data base. I happened to pick Vermont and found, for example, that the Vermont Chap Book, a quite rare book, was owned by Middlebury College, and we also have it in at Notre Dame. A book on Vermont lakes and mountains was input into the data base by Middlebury College and that cataloging does it once for the whole country in that network system.

So what we have been doing through LSCA grants at both the State and local area is provide ways for small libraries to tap into these data bases through cooperatives to put together the information puzzle. It is very important to realize that at the Federal level you are looking at a high technology society with important educational goals, and we are suggesting this cannot be done with a low tech information system.

I think it is quite fortunate that libraries are so willing to work together because, in a sense, we are building from the grassroots up a national information system, without specific Federal direction or legislation, simply because of the pressure from our users to find those pieces we need of the information puzzle.

In Indiana, LSCA funds have helped us buy equipment for libraries to use networks. Most importantly, it has allowed us to be the catalyst, to provide the trainers, to demonstrate new ways. The leverage from this funding is enormous.

When our organization started, we started on LSCA funds. We were a cooperative dedicated to new technology and automation. We now have $400,000 a year from the State government. So the leverage from your LSCA title III money has been incredible for us.

We started an information retrieval program. When we began very few libraries in the State of Indiana offered online searching. So virtually all modern information abstracting and indexing services were not available in our State.

We have had an LSCA project for 3 years. We now have 75 libraries that are offering these services from local budgets. The leverage of this money is that it is our research and development and our risk capital. We urge you to do everything you can to retain the funding and to increase it.

[The prepared statement of Mrs. Markuson follows:]

Statement of Barbara Evans Markuson, Executive Director,
Indiana Cooperative Library Services Authority (INCOLSA)
Before the Senate Subcommittee on Education, Arts and Humanities
on Reauthorization of the Library Services And Constuction Act,
March 23, 1984

My name is Barbara Evans Markuson. I am Executive Director of the Indiana Cooperative Library Services Authority (INCOLSA) a statewide library network located in Indianapolis, Indiana. For the past twenty years, I have been working to promote library cooperation, automation, and networking. I began at the Library of Congress on its first automation project, later worked as a consultant to local, state, and Federal agencies, and for the past nine years have been Executive Director of INCOLSA.

The INCOLSA network was founded in 1974 to make automated services available to all types and sizes of libraries through cooperative action. Our goal is to link to national networks and to develop a statewide network. National network linkages provide access to national standardized bibliographical data bases and support services while in-state networks will concentrate on direct user services such as automation of circulation of books to users and user access to online library catalogs.

INCOLSA is a public not-for-profit organization with a membership of 154 participating libraries each with a vote on network policy, programs, and budget. This network began with LSCA funding and we are happy to report that State funding has now replaced LSCA funds for basic operation of INCOLSA and for telecommunications support for member libraries. Our annual state support, $393,260, is now larger than the Title III grant provided annually for Indiana.

I stress this because you should be aware that recipients of LSCA funds work very hard to supplement LSCA funds for projects with state and local funding. Overall states have been successful in doing this and state funding for libraries has increased dramatically since the beginning of LSCA. LSCA is not a hand-out program; rather it provides needed development and risk capital for projects vital to the continuing development of our library systems.

My testimony will concentrate on Title III and the achievements that we have made in multi-type library cooperation. I would also like to comment briefly on the importance of the other titles in LSCA and provide some practical, grass roots comments on specific features of the Act.

Title III Interlibrary Cooperation and Resource Sharing

Think of published information resources as a gigantic jigsaw puzzle. Each library has only a limited budget, so it can purchase only one piece of the puzzle. If it gets a user request for information unavailable in its collection, it's staff has to locate the library that holds the missing piece. To have a coherent national information system, we need, ideally, to have information about the pieces of the information puzzle held by each library. However, there is no specific Federal program to develop such a system. LSCA

Title III and Title I funding have been critical because they help us work toward a coherent national system by building from the grass root level though cooperative programs and projects.

It will be readily evident that, unless we follow some standardized way to describe each library's piece of the information puzzle, we will not be able to find needed information easily. I believe that libraries are ahead of other fields in realizing this problem and are working at every level toward its solution. The Library of Congress MARC format is our national standard for inputting library catalog records into computer data bases. The Anglo-American Catalog Rules are our guidelines for describing the materials in our collection. Increasingly we are requiring that all of our network and cooperative members adopt these standards to facilitate resource sharing and virtually all vendors offering services to libraries also comply with these standards.

Changing from local to national standards requires a massive retraining effort as well as commitment of local library time and money. INCOLSA and its 16 peer networks have provided training to thousands of library staff members in one of the most massive training efforts in library history.

There are three major intra-state library networks: OCLC (Online Computer Library Center) which is the oldest and largest, RLIN (Research Library Information Network) which concentrates on the needs of research libraries, and WLN (Washington Library Network) which serves libraries in the Pacific Northwest. The INCOLSA network and 16 other state and regional networks are affiliated with OCLC. The OCLC network alone has nearly 6,000 online terminals serving more than 3,000 libraries in every state in the Union. Over ten million titles and more than 200 million holdings are registered in this data base. Networks such as INCOLSA contract with OCLC, also a not-for-profit organization, to provide automated services for ordering, cataloging, and lending materials in a cooperative system.

This tremendous development is a testimony to the cooperative thrust of modern librarianship. It is also a testimony to what can be achieved if we have access to outside grant funds, such as LSCA, to help libraries make the changeover to a new technology. The presence of state and regional networks provided a mechanism to affect a very rapid technolgy transfer. For example, INCOLSA staff helps Indiana libraries participate in the OCLC network by providing consultation, handling orders for equipment, and training staff in national cataloging rules, the MARC formats, and the operation of the system. We bill our members, and, in turn, pay OCLC for our share of the cost of operation of the OCLC nation-wide network. After a library becomes operational on OCLC, we provide ongoing assistance in answering questions that arise in daily operation, in retraining for new network features and systems, and in training new staff who join the library. We also work with OCLC in evaluation of suggestions that libraries make for system improvement. A librarian from the Indiana University School of Medicine Library says:

> "The two day session [on the OCLC/MARC format] was well-organized and extremely informative...We are pleased that INCOLSA offers these valuable training sessions..."

LSCA funds have helped libraries participate in OCLC, RLIN, and WLN by: providing support for network staff; providing funding for conversion of important resource sharing collections; providing funds for purchase of terminals and seed money for conversion to automated operation, and for workshops and special training programs. Foundation funds and other private sources have been coordinated with LSCA funds. For example, the Kellogg Foundation provided $10,000 grants to assist small colleges throughout the country in converting to online networks. Small colleges in Indiana, such as Huntington College, Earlham College, Wabash College and the University of Evansville, were able to take advantage of these grants because LSCA funding had helped put INCOLSA in place so that our staff were able to help bring these libraries up on the network.

We still have many small libraries that cannot afford the costs of national network participation. These libraries have access to the OCLC data base through cooperative programs. For example, in Indiana we have nine multi-county cooperatives, also initiated with LSCA funds, which serve as intermediaries. Any library in Indiana can call its area network which will in turn search the OCLC data base to help it locate needed materials. Last year in Indiana some 100,000 items were shared among libraries and, of these, 65,000 were located in the OCLC system. For example, a faculty member at a small Indiana college has stated:

> "As someone frequently tied up on bibliographic research, but limited for family reasons in the time I can spend off-campus, I can testify that interlibrary loan is a radical advance for scholarship in a small, isolated place; and interlibrary loan depends largely on the OCLC terminal to be effective. The combination has already revolutionized the research process for a small-college teacher. The completion of the OCLC database would not only make the process fully effective, but might also pave the way for a consortium approach to a tightening economy; so the whole library system would benefit as well."

Through state libraries, area cooperatives, and state and regional state networks we are beginning to make national resources available to citizens throughout the country. LSCA Title III funds are vital to our ability to expand these networks and to offer services to more libraries.

Perhaps some examples of how this network assists the end user would be helpful. A school librarian in northern Indiana writes:

> "Students were able to obtain needed research from books not commonly found in a high school library...with the cost of these types of research books averaging between $15.00 and $30.00, our high school library would find it impossible it provide all the research materials requested by faculty and students."

The Lowell (Indiana) Public Library writes that:

> "a small library...cannot ever hope to have a completely adequate collection ... people need new technical materials on energy, agriculture, new job training ... cooperation is the only answer."

A citizen states:

> "the interlibrary loan network is a fantastic compensation for living in a small community, because it makes available to rural residents the advantages of the larger city library."

As illustrated by the quotes above, networking directly benefits those rural communities and small libraries which have only a small piece of the information puzzle by bringing their citizens access to a larger share of information.

The networks described above provide users with access to all types of library materials. However, this service is only one part of the information puzzle. Users also need to search for information that may be found only in online information retrieval data bases that index journal articles, research reports, and government and technical bulletins. Most of these data bases are generated by professional groups, such as the American Chemical Society, by government agencies, such as the Department of Transportation TRIS data base, or by commericial organizations, such as Information Access Corporation. For various reasons, the network systems by which these data bases are accessible are provided by the private sector and libraries pay a use charge to the system provider, a royalty fee to the data base producer, and a fee for telecommunications access to the data base from their local terminal.

To offer this new information service, libraries need to plan for this new program, understand how the systems work, know what each of the several hundred data bases includes and how it is organized, and, finally, have staff trained in operation of terminals and in formulation of search strategies. Clearly, it is difficult for the individual library to take on such a task by itself. INCOLSA, under a Title III grant, has been running a model project geared to helping Indiana libraries upgrade their information services to include online information retrieval. Under this grant, INCOLSA monitors developments, implements contracts to reduce the cost of services through cooperative purchasing, provides an information retrieval training room, and conducts management planning seminars, online system training programs, and training on specific data bases. When this project began only a few libraries in the state were able to offer online reference services; now more than 75 libraries offer this user service.

Title III funds also help us purchase loaner terminals so that libraries can borrow equipment to test the service before making purchases from their local budgets. These loaner terminals are also used for training classes. Title III also helps us reach the end user of information services. For example, we provided an information retrieval seminar and demonstration for the faculty of Wabash College; we helped the Indiana University School of Dentisty hold an information retrieval open house for the entire faculty and student body; we are helping the Butler University Library introduce online searching to their chemistry classes; and we have helped small public libraries hold information retieval demonstrations for local businessmen.

Information about this project has been shared through presentations to other networks, to library associations, and through newsletters. The

INCOLSA Information Retrieval training module has been incorporated with modules from other programs in other states and will form the basis of regional training workshops to be conducted by the American Library Association's Machine-Assisted Reference Section of the Reference and Adult Services Division. This only one instance of the multiplier effect of LSCA funds. We are studying reports from an LSCA project in Pennsylvania on microcomputer networks. All states are generous in reporting and sharing project results so that we do not duplicate effort and learn from LSCA projects throughout the country.

INCOLSA is helping public libraries join together to purchase shared local network systems. In this Title I project, INCOLSA has selected a system, based on a statewide needs assessment, which libraries can buy on a pro-rata basis. Each cluster will support many libraries and each library users will have access to the entire catalog of all the libraries in the cluster. For example, the Knox County Public Library user in Vincennes, Indiana now has access to a catalog of about 70,000 titles; through the area network the user will have access to more than 400,000 titles held by the other libraries in the system.

In addition to resource sharing, local automation will help libraries reduce repetitive tasks and free staff for more user assistance. At Evansville Public Library, for example, operation of its library system requires maintenance of a manual file of over 71,000 patron records, and tracking nearly 2,500,000 transactions each year as they loan out and receive back over 1,222,000 items borrowed by users. Automation of these activities will allow more attention to direct user service.

Title I funds will stimulate the develop of these shared local systems; however, the bulk of the funds must come from local sources. Our cluster budgets require that for every dollar of Title I funding, local libraries will match on about a 4 to 5 basis, depending upon the size of the shared network system.

Many other states, such as Massachusetss and Illinois, have been able to establish shared local systems through LSCA funds. In most cases, the data bases for the local systems are based on the national, standard cataloging done on the OCLC network so that the local systems are an extension of the national system. Development of these shared local network systems, which directly improve user services, is a critical need to which Title I and Title III funds will be directed over the next few years.

Other Titles

As a member of our state's LSCA Advisory Committee, I can attest to the need for Titles relating to construction, illiteracy, and foreign lanaguage collections. As a delegate to the White House Conference on Library and Information Services, I strongly support and encourage rapid improvement of library services to Indians.

Construction grants are sorely needed. Many of our smaller towns still have the original Carnegie buildings which are literally bursting at the seams. Tax funds are often insufficient to meet the total cost for upgrading these buildings, but the availability of cost sharing Title II funds is often just the boost needed. Residents of small communities take great pride in their local institutions and this Title, which also stimulates local jobs and orders for small businesses, can contribute directly to the quality of life for many local communities throughout the U.S. Our committee received 22 applications and were only able to fund 7 through the special funding received under the Emergency Jobs Bill (PL 98-8).

Buildings are often a major impediment to the library's ability to provide a full range of community services. This Title is equally important and complimentary to Title I and Title III in the improvement of our national provision of library service.

Many studies have pointed out the great numbers and plight of adult illiterates. Since decision-makers are literate, it is often difficult to relate to and understand the terrible isolation and minimal quality of life the illiterate faces. A few years ago I traveled in Japan on a lecture tour for the U.S. Information Agency. During this trip I was often on my own. I, for the first time, was an illiterate in a fast paced, high technology society. I couldn't read signs, captions on exhibits in the museums, do intelligent shopping, or even know what I was getting from the menu. I was totally dependent on others for information and often felt reduced almost to the status of a preschool child.

Recent education reports have noted that the parent must take on a more active role if the quality of education is to be upgraded. The child of an illiterate parent carries a special burden since the home situation cannot reinforce the school program. A literacy volunteer in Virginia told me of the pride of the mother she had worked with when the mother was able, for the first time, to read a bed time story to her children. This simple act, which we all take for granted, demonstrates the information deprivation suffered, not just by the adult illiterate, but for the children and young people in their care. Funding for reducing illiteracy will be leveraged many times over in improving the quality of family life throughout the U.S.

Several years ago I was an evaluator for LSCA projects to migrant Spanish-speaking workers. Without reading materials in their own languages these workers had very limited facilities for family recreation and intellectual development. The eagerness with which they attended the bookmobile run demonstrated the hunger for information and the need to keep touch with their native culture. Thoughout the U.S. citizens with special language needs have a more limited pool of information resources upon which to draw; support to improve development of local collections in needed languages would improve equity of access for these citizens.

Specific Features of the LSCA Act

As you write the LSCA law, please help us by retaining as much flexibility as possible. These grants frequently go to small agencies, such as mine, that do not have contract managers or budget specialists. Any simplification of the law or administrative regulations improves the output and benefits recipients. Every hour I spend on red tape is an hour lost to our members.

Forward funding is critical. It is not pleasant to tell staff that they may not be working after September 30; only very dedicated technical specialists will work for us, since they don't have to face this kind of situation in most job settings. Technical planning cannot be effective in the fits and starts that annual funding fosters. The problem is also exacerbated because we do not actually get funds in October - this year my organization got its first LSCA dollars in January. This means that we have to hold up project activity for a full quarter and then work like mad for the next three quarters. Computer specialists, the telephone company, and the firms holding our maintenance contracts are not willing to provide service for nothing while we wait around for our LSCA funds. Small organizations simply do not have budgets to divert funds to cover LSCA programs during this period and, as a result, the very receipients to which the program is geared face the most difficulty in participating.

I would especially urge you to eliminate the requirement for a special state plan for Title III. The needs assessment described in the House version is entirely laudable - but will be almost impossible to achieve. I believe that to answer these questions in enough detail to provide a guideline to state planning would take the entire Title III grant. We can make just as much progress with a general statement of needs for technical development incorporated in our general state plan. You would only have to sit in my office for a day to be convinced that the need is there - a school principal wants information on the feasibility of putting the library catalog on the school computer, a small college wants to know how its local campus network can interface with the library network, a small public library wants to assess microcomputer systems, a public library needs help on a data base, and a large university needs a modification of a data base contract so that its data base can be loaded. I urge that effective use of technology be added to the basic state plan and that the detailed needs assessment proposed for state libraries under Title III be eliminated. Most state libraries will not be able to do this without additional staffing and, in many cases, this work is being done by state, regional, and national level networks who can share information with state libraries.

We urge you to allow state libraries more flexibility in Title I and Title III projects. For example, Title I encourages public library use of technology. The reality is that while the largest public libraries can use technology on their own, the small library will often need to use the services of its network and, in many cases, this will be a multi-type network. Is this Title I or Title III? We need to honor the decisions of the state librarians and their advisory committees and not have to worry about whether the decision will be reversed later in an administrative audit. State librarians are charged with improving library service within their state and, as the distinctions between Titles are made more rigid, I believe that we will reduce, rather than improve the effectiveness of the LSCA program. In practice the two types of programs are not mutually exclusive. I recommend that such cooperative services should be clearly eligible for funding through Title I.

I recommend strongly that Title V and VI be adminsistered by state library agencies. We should not reverse the trend to block grants and state level planning. Administering these grants from Washington will send the message that these are solely national level concerns and that state support is not needed. Indiana, and many other states, already have effective adult literacy groups who can work with the state library to develop the type of programs we need. For example, the Indiana Adult Literacy Coalition includes a broad spectrum of citizens and the Indiana Department of Public Instruction and coordinates with the Indiana State Library. It has been argued that in the past literacy grants were not given an appropriate priority. This problem is, I believe, addressed by assigning literacy a special Title. I urge placing this title under state library administration and working to assist state libraries in developing these programs. Isolation of these programs will be detrimemtnal to development of a comprehensive state plan within the state.

If a cap is set on the funding allowed for state library administration, I would urge you to exclude the costs of the Advisory Councils from the budget. We need to have broad participation. In Indiana we have a 30 member council which is very active and which meets four times a year. The cost to support this Council is about $12,000. If administration costs are reduced, state libraries may be forced to reduce the citizen and professional input into state library planning and review of LSCA projects.

Funding for Title IV

I note that Title IV Library Services for Indian Tribes will be funded by reducing the allotments from Title I and Title III. I find this an extremely embarassing solution to the recommendations of the White House Conference on Libraries and Library Services. Despite the budget crunch, surely we can find some money to address this desparate problem. I remind you that the American Indian was the ultimate resource sharer.

Impact of Divestiture

Inceasingly library services and resource sharing depend upon telecommunications. The impact of the AR&T divestiture on the specialized type of networks that librararies have developed and need is absolutely disastrous. Our lines linking Indiana libraries to OCLC will increase about 86% in cost. Increases of this size cannot be absorbed by small colleges, public schools, public libraries, and small hospitals. They may simply be forced out of networking. Library boards, committed to sharing and networking, are now worried that they cannot handle the phone bills.

I urge you to recommend a special library rate be established by the FCC so that we can continue to bring information services to every community in the U.S. We are willin to pay a fair price, but increases of 86% following an increase of 35% within the last three years, are unfairly burdening American's educational and library network systems.

Summary

It is difficult to overstate the importance of LSCA. This Act, it seems to me, exemplifies all that is desirable in Federal assistance programs. It involves local, state, and Federal government in joint planning and programming.

It is efficient. It works. It delivers. Almost every Congressional district receives benefits virtually on a daily basis. It gives attention to advanced information technology, but recognizes the information deprivation of the handicapped and illiterate. Indian tribes are assisted in the improvement of their quality of life. It creates jobs. Citizens participate in program administration. Projects benefit the researcher, the small businessman, and the school child. Crowded urban communities benefit, but so do isolated, rural areas. LSCA is not a dead-end, hand-out program - its dollars are leveraged by matching local and state dollars and the volunteer time of hundreds of planning and advisory groups.

LSCA has been an effective program. New technology and new social pressures require a new LSCA. I am confident that, with the network structures now in place, even more benefits will result from the reauthorization of LSCA. I urge your continued support and pledge that we will continue to get the most we can out of every dollar you give us. It is a pleasure to have participated in your deliberations on this vital legislation.

Senator STAFFORD. Thank you very much. I think it is especially appropos you mentioned Middlebury College because when I earlier alluded to another use of libraries, it was the library of that college that I met my wife at.

Mrs. MARKUSON. Well you will be glad to know they are automated.

Senator STAFFORD. Mrs. Heiser, we will now turn to you.

Mrs. HEISER. Thank you.

I am here today, as stated in my testimony, representing the Enoch Pratt Free Library where I am the literacy resources librarian; however, in my remarks, although I am speaking about the Pratt library, I wear several other hats representing all public library. I am the past president of the alternative education programs section of the Public Library Association and a past member of their board of directors.

What that has done for me is allow me to look at a lot of alternative services provided through public libraries: parent education, job and career information, information services, I&R services, things that from my experience, it gives me kind of a global picture of what LSCA has done.

The other hat that I am wearing currently is to be the American Library representative on the Coalition for Literacy which the American Library Association has pulled together. So I have a forward looking picture of just what can be done through libraries and cooperation to solve the literacy problems in this country.

Alternatives and literacy are what I am going to focus on today. In addition to my testimony, I gave you a minitour through the central hall of the Pratt library just as an idea of what LSCA can do.

As you walk in the front door, I think you can see a representation of people services. That is what we are all about, and what LSCA has done for the people. We have, as you walk in, information right smack in the middle. Think of it as a half circle, as this room is, as I walk in the front door, there is information. To the right are our traditional uses. You check your books out of the library. That is what most people think of libraries as being, a place to check out books.

However, as I continue, about where Senator Pell is sitting is the library for the visually and hearing impaired, and we have a Kurzweil machine and other things for the blind and hearing impaired provided by LSCA. As you continue through that, you have an I&R services about in the middle where Senator Stafford is. As I continue around that half circle, they is job and career information which is so closely connected to the education services that libraries provide. That is our newest LSCA project in the Pratt library. With seed money of $50,000, and now cooperative contracts with the University of Maryland, they are receiving over 1,000 inquiries a week. Baltimore has a great unemployment rate, and people on all levels are looking for new employment.

As you come around, I am on the extreme left. Education services I think are traditional in libraries. Literacy is the other end of the spectrum. Libraries are thought of as an education place where in the old tradition, if you could not afford to go to school you could go to your public library and learn to read.

In my testimony, I outline really a snowballing effect. I think most of us got involved first providing space because education needed community-based homes for GED programs and adult basic education programs.

Many of us have taken it upon ourselves to go a step further, and once you get involved, it goes backward. You find people who want the GED. Then you find half of the people cannot read.

I always tell the people from our profession who criticize libraries for getting involved in teaching of reading that, well, if you really do not like that idea, how do you expect you are going to stay in business if we do not have any readers coming in the door.

I have tried to use that argument with the Sun papers to help fund some of our program, because I understand their circulation is going down, but I have not been very successful yet. I have been more successful with LSCA funding.

We have done everything, not only the Pratt library, but any library I know involved in helping people improve the quality of their lives through better education. We have coalesced. We have begged, borrowed and "stole." We have made arrangements with education, with volunteer groups, with community groups and we have worked ourselves up to the point where we really feel that we want to go a step further. We want to become more active. That is why we have worked very strongly for the inclusion of a literacy title in the reauthorization bill.

I hope that that will give us something to go to the bargaining table with. I always feel badly, saying we are committed, we would like to join you, but we have no money. The world is funding oriented, they always say, "How much money can you contribute?"

LSCA gives us that little bit of leverage to help us contribute our share. I hope in that way we will be able to continue our efforts and join in the efforts to solve the illiteracy problem in this country.

Thank you.

[The prepared statement of Mrs. Heiser follows:]

Statement of
Jane C. Heiser
Literacy Resources Librarian
Enoch Pratt Free Library
Baltimore, Maryland
Before the
Subcommittee on Education, Arts and Humanities
of the
Senate Committee on Labor and Human Resources
March 23, 1984

I was very pleased to be invited to speak to this committee today. The majority of my library experience in the last 10 years has been in providing for the needs of adults in "outreach" and non-traditional types of services, with a focus on the functionally illiterate adult. In addition to the actual provision of services, I have participated in needs assessment, planning, proposal writing, and project development and implementation in a variety of rural and urban settings. Many of the projects that I have worked with and consulted on were started with full or partial LSCA funding. I hope that my remarks will help this group better understand the effect the use of these monies has made on the lives of those who need the services and the need for the continuance and expansion of this funding in light of the constraints and limitations placed on the urban library budget in these times of fiscal austerity.

The Enoch Pratt Free Library has a long tradition (nearly 100 years) of commitment and supportive service to adult education. The nature of this service has evolved over the years from providing aide to the highly motivated independent learner to the provision of tutorial services for the adult non-reader. There are many variations in between these two points all designed to meet the diverse needs, abilities and interests of the adult learner.

In a study funded by the U.S. Department of Education Office of Libraries and Learning Technologies (completed in 1981) project staff identified 15 areas or ways in which libraries could be involved in literacy education.

1. Provision of Information and Referral Services (I&R) on and to available literacy education programs.
2. Provision of space for literacy education classes.
3. Provision of materials and equipment for literacy education classes.
4. Provision of space for training literacy education tutors or volunteers.
5. Provision of materials and equipment for training literacy education tutors or volunteers.

6. Training library staff in literacy education activities.
7. Training individuals or staff from other agencies, institutions or community groups in the provision of literacy services.
8. Identification, acquisition and maintenance of materials for new readers or low level readers for use in the library.
9. Identification of and assistance in maintenance of materials for new readers or low level readers for use in a literacy education program undertaken by a community group, agency or institution.
10. Identification, acquisition and maintenance of literacy materials for interlibrary loans.
11. Provision of outreach services to populations with needs in literacy education.
12. Provision of outreach services to community agencies or institutions involved in literacy education.
13. Publicizing literacy education activities conducted by the library or by other groups, agencies or institutions in the community.
14. Provision of one-to-one private tutorial sessions.
15. Other

Fifty-three percent of the libraries surveyed were involved in some way. Over the years, the Pratt Library has become involved in "all of the above" including a myriad of "other" activities necessary to support the above or to address other needs identified in the process.

The shift in focus from the "traditional" service to the independent learner to include the low level or non-reader can be attributed to several factors:

(1) the changing population of urban areas
(2) the response to two studies of Pratt services written by Lowell Martin, Baltimore Reaches Out: Library Service to the Disadvantaged and The Pratt Library: A Question of the Quality of Life.
(3) the major push toward "outreach" services in the profession aided by LSCA funding.

In 1970, with the aid of LSCA funding and the Baltimore City schools, Pratt started the first of its efforts to provide structured learning alternatives by establishing a GED program for inner city adults who needed a High School diploma at its Pennsylvania Avenue Branch. The response was overwhelming. It was evident that more classes were necessary to meet the demand and that there were many individuals whose skills were below the level necessary to work on the GED. In 1975, again with LSCA funding and help from the Baltimore City schools, ABE (Adult Basic Education - Pre GED) classes were added. This only partially fulfilled the need. The provision of these ABE classes pointed out that nearly 50% of those who signed up were not able to participate in the class because their reading ability was below a 5th grade level. With the aide of CETA funding a one-to-one tutorial called the Community Literacy and Learning Program was established. This program utilized 30 full time tutors and Literacy Volunteers of America (LVA) methods. Pratt became the first library affilliate of LVA. From the start of the program, volunteers were used to supplement and expand the program. When the CETA program ended, the tutorial was continued by an expanded volunteer force. These programs have been extremely popular with adults seeking to better their lives through additional education. GED classes have served approximately 200 people per year; ABE 300-800 per year; and the tutorial 300-500 per year. Classes and tutorial slots are always full. Waiting lists have always exceeded 100 people.

When education was established as a priority, second only to that of access to information in the 1978 Plan of Service, the Pratt Library reviewed its commitment to meet the ever increasing demands on the above services. The need for support services was addressed and LSCA and other funding resources were sought.

The expansion of the one-to-one tutorial for functionally illiterate adults is a good example of Pratt's commitment. When CETA ended and the volunteer force was expanded from 30-200, Pratt also opened its training to the public. Increased demand for materials, training and consultation resulted in the establishment of the Literacy Resource Center (LRC) with LSCA funds. When there was a need for additional outreach to establish programs in the community, a VISTA grant was sought. To further expand and meet the needs additional funds were sought from the Adult Higher Education Act and B. Dalton Bookseller. Pratt also took a leadership role in the coordination of services in the City by being the major force in the establishment of the Baltimore City Literacy Commission.

With the focus on education prompted by a Nation at Risk, the stage is set for major efforts towards the solution of the illiteracy problem in the country:

- The American Library Association has organized the Coalition for Literacy, a group of eleven national organizations, each with a deep commitment to work toward the eradication of illiteracy. Their goal is to launch a nationwide multi-media campaign to raise awareness and mobilize resources.
- The Secretary of Education has announced and is in the process of implementing his Adult Literacy initiatives which will include eight elements including the National Institute of Education (NIE), National Adult Literacy Project and college work study students.
- The private sector has established a new foundation called the Business Council for Effective Literacy to enlist the help of business and industry in attacking functional illiteracy. B. Dalton Bookseller has already pointed the way with its 2.5 million dollar grant.

Libraries like the Pratt have established their credibility as viable and effective providers of alternative adult education services. Two states, California and Kentucky, have used LSCA funds to establish statewide efforts. However libraries, particularly in urban areas are in danger of losing the ground they have gained. Demands for service have more than doubled due to cutbacks in funding for ABE programs, an increase in the numbers of displaced workers and our own success. Inflation and the wide spread practice of freezing budgets at current funding levels leaves no margin to absorb the increasing demands for service.

The LSCA Act has been re-written to reflect the attitude of the profession in regards to the importance of literacy education in libraries. I realize that LSCA funding alone cannot solve all the problems. However it is necessary to stimulate initiatives, foster expansion, provide for training and utilization of necessary expertise for needs assessment, program development and implementation. It also will allow libraries to contribute to and join cooperative ventures as an equal partner. Libraries like the Pratt are an essential element in the solution of the nations illiteracy problems. I hope that Congress will provide us with a national commitment and a strong funding base so that we can fully participate in the efforts to stop the trends that are making us "A Nation at Risk."

CURRENT ADULT CONTINUING EDUCATION PROGRAMS AT THE PRATT LIBRARY

PROGRAM	NO. EPFL AGENCIES INVOLVED	COOPERATING AGENCIES	PURPOSE	YEAR SERVICE BEGAN	FUNDING	ESTIMATED NO. OF PEOPLE SERVED TO DATE
CLAS (College Level Advisory Service)	6	College Entrance Examination Board	To help adult independent students prepare for college credit by examination	1974--	No money exchanged. Training for Librarians provided by CEEB. Also some materials provided.	840
G.E.D.	4	Baltimore City Public Schools Area of Adult & Continuing Education	To prepare adults for the High School Equivalency tests for groups of up to 25 adults.	1970--	Title I LSCA Baltimore City Schools; Adult Education Act.	2,960
GED Videotapes	7	CETA Manpower	To help adults prepare for GED test with CL&L tutor or on own.	1976--	LSCA CETA EPFL General Funds	4,500
Adult Basic Education (Pre-GED)	13		To offer to neighborhood classes in reading, writing and arithmetic. To prepare adults for GED study for groups of up to 20 adults.	1976--	Title I LSCA Baltimore City Schools pays for teacher. (Cut 1982) EPFL pays for materials. 1982 Adult Education Act.	3,300
Computer Litercy project	1		Provide hands-on experience with computers for inner city adults	1983--	LSCA	
Mini Media Center	1	Baltimore City Public Schools, Northwest Manpower Agency, Park Heights Community Corp., Youth Services Bureau	To provide alternative sources of information to non-readers.	1975--	LSCA Enoch Pratt General funds.	14,117

PROGRAM	NO. EPFL AGENCIES INVOLVED	COOPERATING AGENCIES	PURPOSE	YEAR SERVICE BEGAN	FUNDING	ESTIMATED NO. OF PEOPLE SERVED TO DATE
Reading Resource Center	2	Baltimore City Planning Department, Baltimore City Public Schools, Park Heights Community Corporation	To increase reading skills of residents of all ages.	1976--	HUD and HCD grant, Enoch Pratt general funds, Adult Education Act	7,000
Community Literacy & Learning	33	CETA - Mayor's Office of Manpower Resources, Blue Chip-in Foundation.	To assist Baltimore citizens of all ages with literacy and learning skills essential to functional literacy. Tutorial	1976--	CETA (1976-1981) EPFL (1981) Blue Chip-in (1981 -) Vista Volunteers B. Dalton Adult Education Act	5,535
Literacy Resource Center	1		To provide materials, training, consultation and other support services to those working with the functionally illiterate adult.	1979--	LSCA EPFL general funds B. Dalton Adult Education Act	158 org. 12,086 individuals

Senator STAFFORD. Thank you very much, indeed, for a very good statement.

Now, Mr. Holmgren, we would be very glad to hear from you.

Mr. HOLMGREN. Thank you, Senator Stafford and Senator Pell, distinguished members of the committee, I am Edwin Holmgren, director of the branch libraries of the New York Public Library.

At the onset, our LSCA projects emphasized improving outreach services to the economically and culturally disadvantaged, primarily in Central Harlem and the South Bronx. These projects concentrated on saturating pockets of special need with library materials, programs and staff fluent in the language and techniques needed to go out and draw into the library setting people who wanted help in locating jobs, appreciating their heritage, improving skills and learning to cope with complexities of city life.

This is exemplified by the fact that we print many of our documents now both in English and Spanish and we use LSCA to help with the translation costs of these.

The projects continue today in a wider variety of neighborhoods because all of our citizens have these same needs. In more recent years, LSCA projects for us have included equipment and staff support for improved service to the blind and physically handicapped who receive Braille and recorded books and magazines by postage-free mail through our library for the blind.

When LSCA funding exceeds $60 million, the major resource libraries portion is activated to provide urban libraries with additional funds. We have used these funds to acquire much needed specialized books, periodicals, microforms, recordings, films, especially prepared for viewing by the hearing impaired and for purchase and cataloging of foreign language materials for ethnic collections. Languages represented range from Haitian Creole, Vietnamese and Spanish to Korean and Russian.

All of these ongoing projects need increased funding not only to compensate for the effects of inflation but to expand service and to allow for more development in the areas of new technology, on-line information access, interlibrary cooperation and increased use of microcomputers by public libraries.

There are three areas which I would like to give particular attention to today. The special responsibilities of urban library systems and the needs of their populations, support for literacy and foreign materials and the importance of construction funds.

The history of this legislation has been one of growing recognition of the fact that unserved areas and populations can be as difficult to reach in urban as in rural areas. I commend the Congress for its sensitivity in this regard.

In a big city like New York, the barriers to access tend not to be those of distance as in rural areas but rather poverty, illiteracy, age and a lack of a common language and/or culture.

An elderly person can be as isolated in an apartment in a crime ridden block as in a farmhouse far from town. Though the diversity of New York is legendary, we are not unique in this regard as several of the speakers this morning have pointed out. Every large city becomes home each year to new groups of non-English-speaking immigrants.

Learning English in order to gain citizenship is linked to the need to read signs and want ads, apply for jobs and communicate with employers and neighbors. A foreign speaking adult who recently completed a library sponsored course to learn English wrote a letter of thanks to the teacher which began "Dear Mother School." The library provides access to information and free educational materials and services which can release the skills and talents of our new citizens to benefit themselves and their communities.

Attached to my statement you will find some testimonials from people using these programs.

We need continued support of Congress to serve these special populations.

Second, I would like to draw your attention to the new titles V and VI created in the the House bill, those for acquisition of foreign language materials and for literacy programs. Both of these are areas of major importance to public libraries nationally and especially to libraries facing some of the complex population mixes I have described. Therefore, I commend the special emphasis that the House bill gives to these areas and asks that the Senate bill also highlight these needs.

However, I do ask that you give consideration to more flexible means of support than those outlined in the House bill. Also, a technical change is needed in the maintenance of effort section relating to the MURL [major urban libraries] section to make it proportional to any Federal funding cuts in the over $60 million part of the appropriations. The present language inhibits increases in our grants.

Third, I would like to emphasize that library renovation and construction funds are much needed. The New York Public Library still has 29 of its 82 branches built through Andrew Carnegie's bequest in the early 1900's which are not fully accessible to the handicapped.

In conclusion, I would like to salute and celebrate the accomplishments made possible by your support of past LSCA legislation and appropriations and to urge you not only to continue this noble tradition by reauthorizing LSCA but to strengthen and expand it for the benefit of the New Yorkers whom we are proud to serve and all of the citizens who need and use public libraries throughout the United States.

Thank you.

[The prepared statement of Mr. Holmgren follows:]

The New York
Public Library
Astor, Lenox and Tilden Foundations

Edwin S. Holmgren
Director The Branch Libraries

455 Fifth Avenue
New York, New York 10016

TESTIMONY OF EDWIN S. HOLMGREN

Director, The Branch Libraries
The New York Public Library

SUB COMMITTEE ON
Education & Humanities
Senator Robert T. Stafford, Chairman

Senator Stafford, Senator Pell, distinguished members of the Committee, my name is Edwin Holmgren, Director of The Branch Libraries of The New York Public Library. As many of you are aware, The New York Public Library is unique in being a private, non-profit educational institution that operates both a major research library, primarily with private funding, and a system of 82 neighborhood circulating libraries in three of the five boroughs under contract with the City of New York.

For nearly 20 years, federal funding through the Library Services and Construction Act has enabled the branch system to provide enriched, as well as experimental and exemplary programs, for residents of all ages through ongoing and one-time grants. At the outset, our LSCA projects emphasized improving outreach services to the economically and culturally disadvantaged, primarily in Central Harlem and the South Bronx. These projects concentrated on saturating pockets of special need with library materials, programs and staff fluent in the languages and techniques needed to go out and draw into library settings the people who wanted help in locating jobs, appreciating their heritage, improving skills and learning to cope with the complexities of city life. These projects continue today, in a wider variety of neighborhoods, since to learn to communicate and to work are essential activities for all of us, regardless of economic advantages or educational backgrounds.

In more recent years, our LSCA projects have expanded to include equipment and staff support for improved service to the blind and physically handicapped, who receive braille and recorded books and magazines by postage free mail through our Library for the Blind, in cooperation with Library of Congress. Currently, nearly 20,000 eligible users are receiving service in the New York City area, borrowing about 335,000 items last year alone. Other recent and current LSCA projects in New York include community referral and job information centers, computer-assisted learner's advisory services, volunteer-tutored classes for the functionally illiterate adult,* books-by-mail for the homebound and English as a Second Language classes.**

When LSCA funding exceeds $60 million, the Major Urban Resource Libraries portion is activated to provide urban libraries with additional funds. We have used these funds to acquire much needed specialized books, periodicals, microforms, recordings, films especially prepared for viewing by the hearing impaired and for purchase and cataloging of foreign language materials for ethnic collections. Languages represented range from Haitian Creole, Vietnamese and Spanish to Korean and Russian.

In cooperation with other library systems in our area, we have benefited from grants underwriting costs of automated cataloging and area-wide union catalog projects.

All of these ongoing projects need increased funding, not only to compensate for the effects of inflation, but to expand service and to allow for more development in the areas of new technology, on-line information access, interlibrary cooperation and increased use of microcomputers by the public in libraries.

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* 90 tutor-student pairs are currently meeting; waiting list of 150.
** More than 200 persons have completed training in the last year.

There are three areas to which I would like to give particular attention today: the special responsibilities of urban library systems and the needs of their populations; support for literacy and foreign language materials; and the importance of construction funds.

The history of this legislation has been one of growing recognition of the fact that underserved areas and populations can be as difficult to reach in an urban as in a rural area. I commend the Congress for its sensitivity in this regard. In a big city like New York, the barriers to access tend not to be those of distance, as in rural areas, but rather poverty, illiteracy, age and lack of a common language and/or culture. An elderly person can be as isolated in an apartment in a crime-ridden block as in a farmhouse far from town. From an almost suburban section of Staten Island, to Chinatown, to Manhattan's Upper West Side, to a primarily Spanish speaking neighborhood in the Bronx, The New York Public Library must provide service to all of its users. Though the diversity of New York is legendary, we are not unique in this regard. Every large city becomes home each year to new groups of non-English speaking immigrants. Learning English in order to gain citizenship is linked to the need to read signs and want ads, apply for jobs and communicate with employers and neighbors. A foreign speaking adult who recently completed a Library-sponsored course to learn English wrote a letter of thanks to the teacher which began "Dear Mother School." The Library provides access to information and free educational materials and services which can release the skills and talents of our new citizens to benefit themselves and their communities.

Attached to my statement you will find testimonials from users of several of our LSCA funded projects which speak eloquently about the value of these programs. As urban libraries find additional creative ways to serve these diverse populations, we will continue to need the support of LSCA and the Congress.

Second, I would like to draw your attention to the new Titles V and VI created in the House bill, those for acquisition of foreign language materials and for literacy programs. Both of these are areas of major importance to public libraries nationally, and especially to libraries facing some of the complex population mixes I have described. Therefore, I commend the special emphasis that the House bill gives to these areas, and ask that the Senate bill also highlight these needs. However, I do ask that you give consideration to more flexible means of support than that outlined in the House bill. The House bill provides for relatively low maximum grants for both literacy programs and foreign language materials. A program that allowed those library systems with the greatest need in these areas to make the case for more funding would have potential for far greater impact.

Third, I would like to emphasize that library renovation and construction funds once provided under LSCA Title II are much needed. The New York Public Library, with 29 of its 82 branches built through the Andrew Carnegie bequest in the early 1900's, many of which are still not fully accessible to the physically handicapped, is an excellent example of how major urban cities' libraries especially need construction funds. Some branch renovations were accomplished during the years when Title II funding was available, and the 1983 Federal Emergency Jobs Act will help us improve the facilities at one branch, but new major appropriations for Title II are essential.* The Library community is committed to working with interested members of the House and Senate in attempts to have these funds restored this year and continued in the future. I urge this Committee to maintain a high level of authorization for this important program.

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* A recent survey by The New York State Department of Education estimates that a minimum of $80 million is needed for the State's public libraries most pressing capital.

In conclusion, I would like to salute and celebrate the accomplishments made possible by your support of past LSCA legislation and appropriations and to urge you not only to continue this noble tradition by reauthorizing LSCA, but to strengthen and expand it for the benefit of the New Yorkers whom we are proud to serve and all of the citizens who need and use public libraries throughout the United States.

Senator STAFFORD. Thank you very much, Mr. Holmgren.

To you and to Mrs. Markuson, if you care to respond, do you think that the AT&T divestiture and the resulting increase in telecommunications costs will inhibit or prevent library resource sharing and cooperation?

Mrs. MARKUSON. In our network the effect is going to be staggering. About 3 years ago we had a 35-percent increase which wiped out one-third of our State support. We had to go to supplementary local funding. W[illegible]ave an 86-percent increase coming if the divestiture goes through as planned, and that means many of our smaller libraries are already worrying about whether they are going to be able to pay the bill.

I had a talk with a school library yesterday that I may have to withdraw from the network. It is also having a devastating effect on smaller libraries that planned to come into networking; their boards were interested and committed and now they are wondering whether they face just an unending spiraling cost of telecommunications.

Senator PELL. If the chairman would permit an interruption.

Senator STAFFORD. Certainly.

Senator PELL. Why might it not work in reverse because, as I understand it, the long distance costs are going to go down, local costs go up, and your charges are more for long distance that the other?

Mrs. MARKUSON. Many of the library networks work on a polled technology and the cost is in the station termination. Where we used to pay $36 at the end of the line, the cost would go to $143. So it is quite true that the long distance may go down, but local lines go up, because of the termination costs on these dedicated data networks, are what will really eat us out of house and home.

Senator PELL. But if you want to get a book from Chicago or a book from Los Angeles, it would cost you less to make the inquiry to Los Angeles under the divestiture than it does now, I would have thought.

Mrs. MARKUSON. It is not so much like long distance phone calls where I dial in and I go off. These library terminals are up all day long because we are cataloging and we are doing reference. It is in these dedicated data line situations where you are paying all day for that station termination. Those are the costs that are going up. The line costs are going down but the total bill is going to cost us more.

Senator **Stafford**. In other words, the only thing that is going down is the price of a share of AT&T stock. [Laughter.]

Mrs. **Markuson**. Well, librarians would not know about buying stock. [Laughter.]

Senator **Stafford**. Do you have a response?

Mr. **Holmgren**. I think our answer would be approximately the same. The other half of our house, the research libraries have estimated that their costs will go up 60-percent because costs of data lines I believe are going to be billed at a substantially higher rate than those for voice lines, and that is part of this problem.

Senator **Stafford**. Thank you very much.

Mrs. Heiser, you have been able to establish a variety of literacty programs under title I of LSCA. You support including a new literacy title in the reauthorization. What new initiatives would this new title provide? Would this overlap the efforts of the Adult Education Act?

Mrs. **Heiser**. I do not think it will overlap. We have had a lot of talk about the Adult Education Act. There have been a lot of cutbacks in that act, and one of the reasons we are so heavily in the business is to help them meet the needs that they have.

For instance, in our own particular city, we applied for the portion that can come to alternative education at their request because they were cut back. Instead of serving 5,000 people this year, they are only able to serve 1,500, and so we got our heads together and said, "Now where else can we get some money?" So we applied for something that they could not.

The other is that the title VI will apply a little leverage. In some cases the need in a State is not necessarily large enough to have that State director make it a priority. It may be a one-time need. It may be just seed money, and there are so many other needs. So that having extra money would allow them to bring in experts for training.

For instance, I am going to Kansas next week. There are no cooperative or other large efforts in that State. I am sure that at this point in time it is not a priority in their 5-year plan. Therefore, they would need an extra influx of money in they needed to have experts come in to help them with the planning.

I like to look at it also as a wedge. There are some people who are not convinced for a variety of reasons, either political or philosophical belief that libraries should be involved. Having that extra will allow anybody to apply for it and get something going.

I found through experience that once you open the door and start even a small program, you can make people realize what an absolute need this is.

Senator **Stafford**. Thank you very much.

Mr. Holmgren, do you believe that the needs of special user groups such as the elderly are being adequately met under title I of LSCA?

Mr. **Holmgren**. Well, they are not adequately met because the funding is not adequate. Certainly all of us have projects such as those that have been mentioned here today, but the need is so great. In many parts of New York City, the growth in the elderly population is the biggest growth we see. Even if the total population of one of our communities has declined, the number of elderly is increasing, and we need extra help to give them the special services that they need.

Senator STAFFORD. Thank you very much.

Senator PELL.

Senator PELL. Thank you very much, Mr. Chairman.

I am particularly glad to see Mr. Holmgren here as I have great regard and respect for Vartan Gregorian and hope very much that you will give Mr. Gregorian my respects when you go back to New York.

Mr. HOLMGREN. I will. Thank you.

Senator PELL. When I was a guest at your library the other day I was struck by the fact that it is both a public library receiving government support and a private library. What percentage of your money comes from charity or private resources and what part comes from either city, State or Federal Government?

Mr. HOLMGREN. The branch libraries that I represent serve three boroughs under contract with the city. We get additional State aid. Of our budget which is approximately $37 million for these three boroughs, over 95 percent is city tax money and State tax money, a small balance of private gifts and special funds and things like LSCA.

Of the research libraries, the budget is made up of income from the endowment. The total budget is in the neighborhood of $18 million, I believe, around $5 to $6 million is privately raised or from foundations or from the endowments and a very small amount from the city of New York for the maintenance of the buildings. So the primary support of the research libraries is through gifts or special Government funding such as that that comes through the endowment.

We are really more like a university with a public college and a private graduate school, if you will, than the typical pattern of a public library.

Senator PELL. Do you have mobile libraries, too?

Mr. HOLMGREN. We are phasing them out. We had eight when I came to New York. They have mostly been phased out as we have replaced them with permanent locations or with bus service taking people from isolated areas to a library, primarily because of the increased costs of fuel and the very large costs of replacing bookmobiles, which for us now is around $150,000 to $200,000 a vehicle, and we are finding it more efficient to take people where the library is or replace it with a permanent outlet.

Senator PELL. I remember setting up a bookmobile in the Hungarian refugee camps many years ago. They would bring Hungarian literature to these people and it meant a great deal to them. I would have thought that a program of this sort, bringing books in Spanish to the people in Spanish districts or bringing books to the people would be just, from a public relations view point, a good idea and also stimulating people who might not otherwise be conscious of books at the libraries, to see the mobile library there and go in.

Mr. HOLMGREN. It is, although in New York City, we have libraries at least in the more built-up areas within 1½-mile radius so that in most parts of the city until you get to the Upper Bronx or South Staten Island, you are within relatively close range of a library, and what we concentrate on is taking the library out to block parties, summer fairs in the parks, using banners. There is never a special day in Central Park, Puerto Rican day or what-have-you that the library is not represented with a full display.

So we do go out. We do use that kind of public relations approach, but we increasingly use other means to do it than the bookmobile itself.

Senator **Pell**. Is the Enoch Pratt Library a private library or a public library?

Mrs. **Heiser**. It is a public library. We do enjoy some endowment moneys from the original Enoch Pratt grant, but we have both Federal and State moneys. We are the State library resource center so that we are responsible for providing materials to the rest of the State, and a good portion of that is supported through State money, some Federal money, but the rest comes from the Baltimore City government.

Senator **Pell**. There really is no organization of private libraries is there? Of atheneums?

Mr. **Holmgren**. We have several in New York City, the Merchantile Library and the Mechanics Institute Library. There are several small ones. They can meet through ALA with the public library group. I do not know if they have a small association of their own or not.

Senator **Pell**. They do not. I think they should be encouraged to do so.

Thank you very much.

Senator **Stafford**. Thank you very much, Sentor Pell.

And for the whole committee my gratitude on their behalf to all of you for helping us this morning as we consider the library reauthorization legislation.

Thank you.

[Additional material submitted for the record follows:]

The University of Vermont

Guy W. David W.
BAILEY/HOWE
LIBRARY
BURLINGTON, VT [illegible]
[illegible]

March 20, 1984

The Honorable Robert Stafford
U.S. Senate
5219 DSOB
Washington, D.C. 20510

Dear Senator Stafford:

I have reviewed the proposed amendments to Title II: Higher Education Act proposed by Congressman Simon and would like to offer the following comments:

Section 1: The title "Academic Libraries and Information Technology Enhancement Act" is a more accurate reflection of the programs being funded by the amended act.

Section 3: College Library Resource Development Grants.-- In general I agree with requiring a needs test for receipt of Title II:A funds. In the past, the funds were divided equally among institutions that did not qualify under the earlier Title II:C guidelines as a research library. Consequently, libraries such as the University of Vermont received funds under Title II:A; our share in 1983 was less than $900, a dollar amount which is so minimal that we questioned whether to continue to apply. By requiring a needs test, the funds can be distributed to fewer truly needy institutions in amounts which can have a significant impact on their services and collections.

As to the specific requirements of the needs test proposed in Section 3 on pages 3-4 of the amendment, I question the relevance of tests 1 and 2. Test 1, which requires that the institution has low general expenditures per student, when compared to other institutions of comparable size and program, does not lend itself to conclusions about library support by the institution. A small student body in a college with a comfortable institutional budget may result in a per student expenditure which is quite high compared to other institutions, yet the per student library expenditure could still be quite low if the library is not receiving proportional support. Having worked with per student expenditure comparisons in the past, I find that there are many variables unrelated to library support which would cause this figure to fluctuate and that it is not a good measure of library need.

Test 2, which requires that the percentage of institutional budget used for student aid is high compared to other institutions of comparable size and program, is likewise somewhat independent of library need. It does not prove anything about the total institutional support for the library. Tests 3 and 4 appear much more predictable measures of library need, and I support them.

Section 4: I support the changes.

Section 5: College Library Technology and Cooperation Grants (Title 2:D).--I would recommend strongly that the title be revised to "Academic Library Technology and Cooperation Grants." It is important that ALL academic libraries be eligible for these grants, since networking cuts across all sizes of academic libraries. The important aspects of any proposal are the overall network design, the breadth of cooperation, and the resources available for the project. This section absolutely should NOT use a needs test by size of library; such a needs test would defeat the whole purpose of the section. In fact, it is the medium-sized and large academic libraries and regional networks which are most likely to spearhead the development of these cooperative networks and innovative uses of technology in libraries. The small college library is much more likely to use the system as a participant but not be responsible for development, due to the lack of institutional and human resources required to mount such an effort.

As an example, I would like to describe the effort currently under way in the state of Vermont. Following a joint study during 1983 of long-range needs for the libraries of the University of Vermont, the Vermont Department of Libraries, and Middlebury College, which make up the three major research collections in the state, the directors and administrations of these three institutions have entered into a cooperative project to automate internal functions of the three libraries in a manner which will also support a statewide on-line library network. The Vermont Department of Libraries, currently responsible for the statewide interlibrary loan network for public, academic, and special libraries, will also be responsible for the on-line system as it affects access by other libraries in the state. Thus, the planning, design, and administration of the project for a statewide library network is coming from the three largest libraries in the state; all libraries in the state will be able to utilize the interlibrary loan components of the on-line system from any compatible terminal or microcomputer.

Consequently, I would urge that the criteria provided in Title II:D regulations, which are referred to in paragraph C on page 8 of the amendment draft, be very carefully constructed so as not to exclude medium-sized and large academic libraries from participating. These criteria should be similar to those in Title II:C, which are flexible in the variety of evidence which can be submitted to substantiate the quality and significance of the proposal. The key items in these regulations should be: (1) the impact the proposal would have on library cooperation, either regionally, statewide, or nationally; (2) the quality of the network design; (3) the institutional and human resources available to carry out the project; (4) if an equipment upgrade or replacement, the nature of the upgrade; and (5) the innovative features of the proposed use of information technology.

On page 8, line 16, the title of the act should be corrected to agree with the title on the first page, "Academic Libraries and Information Technology Enhancement Act."

I would like to comment on Title II:C, even though no change to that title is projected in this amendment. If Title II:A is to require the needs test prescribed in this amendment, it is even more important than previously that the new Title II:C criteria (which was revised last year) for judging whether a library is a research library should allow for the medium-sized research library. A library system such as the University of Vermont will not qualify under Title II:A, yet it is likely to be excluded from consideration under Title II:C, if quantity is the major criteria stressed, even though it is THE major research library in the state of Vermont and serves as the major resource library for the statewide interlibrary loan network. State university libraries in the smaller states such as Vermont, New Hampshire, and Maine should be recognized under Title II:C criteria for the research roles they play within their states and regional networks.

Finally, I would like to comment on the possible addition of Title II to the Library Services and Construction Act, as opposed to it remaining a totally separate piece of legislation. I would speak against this, since the two pieces of legislation have quite different intents and audiences. Library administrators understand the current legislation and its application; to merge the two pieces of legislation into one would, I fear, cause a great deal of confusion and competition between public and academic libraries.

I hope these comments are of use to you as you review Title II. If I can be of further help, please call on me.

Sincerely,

Nancy L Eaton

Nancy L. Eaton
Director of Libraries

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WRITTEN TESTIMONY SUBMITTED TO THE SENATE EDUCATION, ARTS, AND HUMANITIES SUB-COMMITTEE ON THE REAUTHORIZATION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT, Senator Thomas Stafford, Chairman.

Submitted by

Clarence R. Walters
Connecticut State Librarian
March 23, 1984

This statement is submitted in support of the reauthorization of the Library Services and Construction Act and to offer some thoughts for consideration as your Committee deliberates on the continued role of the Federal Government's support of library and information services necessary to the well-being of the people of our country.

You will be receiving substantial testimony enumerating the many ways LSCA has assisted in improving and extending the access of people to the services and resources available in libraries. Appended to this statement is a report which outlines the specific program uses of LSCA in Connecticut. An updating of this report is now being prepared and will be provided to your committee within the next few weeks.

Based on my experience in Connecticut, as head of a State Library agency responsible for the administration of the LSCA program in our state and in my previous experience as a local library administrator receiving LSCA grants for specific LSCA projects, I can state with strong conviction that the LSCA program has been and, hopefully, will continue to be a noteworthy, successful Federal program. At both the state and local levels, I can attest that the ultimate result of LSCA funding has been improved access to a wider range of library and information resources for more people. This positive progress has been made through a relatively modest investment by the Federal Government in the shared support of library service with state and local government.

As your committee deliberates on a specific approach in constructing a reauthorized LSCA law, I would strongly urge that you examine closely those major elements that have made this a successful program.

The current law places the authority and responsibility for the administration of the LSCA program in the State Library agency. In assuming this role, State Library agencies were required to establish broadly representative advisory groups to advise on the LSCA program. We were also charged with developing and implementing statewide long-range plans for the LSCA program.

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TESTIMONY SUBMITTED TO THE SENATE EDUCATION, ARTS, AND HUMANITIES SUB-COMMITTEE ON...LSCA

Page 2

This approach to the LSCA program has resulted in state-developed, long-range plans which have fostered a new relationship between all types of libraries in the states. Rather than the categorical approach, the states have been provided the flexibility within general guidelines to address the special needs of their state. It is an approach which recognizes the significant differences, both in needs and capabilities between all states. Locating the authority and responsibility in the state agency with the requirement for in-put from an advisory group and specific plans has made it possible for each state to use different approaches best suited to its own unique situation.

It is my hope that this approach, tested and proven successful over the past twenty years, will serve as the foundation for the reauthorization of LSCA. This is the approach taken in the reauthorization bill recently adopted by the House of Representatives. The House bill retains the strengths of the existing law, while incorporating several revisions designed to reflect the substantial technological developments of recent years and the particular needs identified through the experience of twenty years.

In reviewing the provisions of the House bill, there are several areas the Senate should consider for possible modification:

1. The language in Title I, specifying services to the elderly, should be modified to make it consistent in length and specificity included for other groups. As adopted, it could overemphasize one group at the expense of others. The specificity could also reduce the flexibility of states in the approach [illegible] meeting the needs of the elderly. The specific priorities and uses of Title I funds should be left to each state as it identifies and plans to meet its particular needs.

2. The Title II provision which requires the return of the federal portion of the construction cost of a library building no longer used for library purposes should be qualified in those instances when this is part of a planned replacement by the local community of an inadequate building with a more adequate library facility. The determination of this particular situation and whether funds are being used for an improved library facility should be the responsibility of the State Library agency. This would be consistent with the authority and responsibility vested in the State Library agency for the administration of Title II construction funds.

3. Although I support strongly the use of LSCA funds in assisting the continued technological development of libraries and library service, and the emphasis in the House-passed bill on technology, I would caution against an overemphasis or a restrictive approach in Title III which might limit Title III funds to technological hardware and software. There is no question that this will be a substantial use of these funds; however, inter-library cooperation and resource sharing involves many significant matters beyond technology. Title III language should allow use for technology but should not preclude other uses necessary to support resource sharing.

4. I share the concerns addressed in Titles V and VI of the House bill. In fact, the Connecticut State Library has recently initiated a special LSCA project to encourage literacy programs in the state's public libraries. This is being done cooperatively with the State's Literacy Volunteers organization. In considering the specific provision of these two Titles, I would only ask that your committee consider a mechanism which assures that a program administered directly from Washington is related in some substantive way to a state-wide plan developed by the State Library agency with the assistance of an advisory council. It is hoped that such consideration will assure that the needs of the state and its various sub-regions are met in the most effective way.

5. The matter of administrative cost should be examined closely. The final language adopted in the House Bill of 5% or $50,000 provides some alleviation from the original language; however, for small states this could still present a serious problem. It should be noted that a substantial amount of the administrative support necessary to operate LSCA is a result of the extensive reporting requirements of the U. S. Office of Education. As a state which is now just beyond the level of administrative costs adopted in the House bill, I can still see serious problems, particularly for smaller states. If the appropriation for LSCA remains static or smaller states are held to the $50,000 limit, increases in salary costs could mean a growing strain on the ability to administer the program effectively.

   The problem might be addressed in several ways:

   a. By increasing the maximum dollar level for LSCA administration;

   b. By providing some growth mechanism for administrative costs to reflect salary increases;

   c. By providing some limits on the magnitude of the administrative detail imposed by the U.S.O.E. on the LSCA program. This should not be intended to relieve the states of necessary reporting to verify the responsible and appropriate use of LSCA funds, but to maintain it at an efficient and reasonable level.

In closing, I would only emphasize that the LSCA program is a successful and effective program. Its effectiveness has been largely due to the ability of each state working with people within the state to deal with its needs in a way best suited to that state. The House bill recognizes this strength and I endorse its approach with the modifications noted above.

STATEMENT OF

JOAN RESS REEVES
R.I. LAY REPRESENTATIVE AND REGION I REPRESENTATIVE
WHITE HOUSE CONFERENCE ON LIBRARY AND INFORMATION SERVICES TASKFORCE
CHAIR, R.I. COALITION OF LIBRARY ADVOCATES
TRUSTEE, PROVIDENCE PUBLIC LIBRARY

TO THE U.S. SENATE COMMITTEE ON LABOR AND HUMAN RESOURCES,
SUBCOMMITTEE ON EDUCATION, ARTS, AND HUMANITIES

ON THE REAUTHORIZATION OF THE LIBRARY SERVICES AND CONSTRUCTION ACT
MARCH, 1984

I am writing to express my strong support for reauthorization of the Library Services and Construction Act. I have used and loved libraries all my life; for the past five years, since the Rhode Island Governor's Conference on Library and Information Services in 1979, I have spent most of my time volunteering in the cause of libraries.

Federal support, through LSCA, has been vital for our local libraries. It has generated further community support; and both kinds of support, in difficult economic times, have been crucial to our libraries' survival.

From 1980 to 1983, I chaired a newly formed Friends' group of a branch library. I was struck by the spontaneous response our group received from the community. Within six months of its formation, 250 people joined the group -- all of them to express their appreciation and to commit their support for a library that gives them important information for their daily lives, recreational reading to enrich their lives, and, for some, a point of contact with other people.

When I walk into my branch library, I notice two things especially: I see little pre-school children, from a great diversity of backgrounds, holding their mothers' hands, coming for story hours and movies, looking at books -- and making their very first contact with the world of information, education, and recreation that is unfolding before them. Across the lobby area, in the adult room, I see older people reading newspapers and magazines they can't afford to buy; browsing among books that expand their narrowing world; being in touch with other people in the increasingly isolated world of the elderly.

Federal funds are helping another group of older people most of us do not see: those who are shut-ins, at home and in nursing homes, for whom a visit from the bookmobile is the highlight of their lives.

Our libraries are not only for the extremes of ages. My three daughters researched their first high-school term papers in the Providence Public Library; they will always turn to libraries for the information they ned. When I go to a new city, I go first to my public library for travel information; and, whenever I'm out of a good juicy novel to immerse myself in to get away from the heavy realities and responsibilities of my world -- to the library shelves I go, and derive pleasure from just choosing among hundreds of books to read, and from that special musty smell that only a library has.

And what of the more pressing needs of our people -- needs that may mean survival in these difficult days? Libraries have been called the universities of the poor, places where people who have not had the advantages of formal education can learn and improve their lives. For the unemployed, or those who have to change job directions, libraries offer information -- sometimes even counseling, and often referral services -- on jobs and careers, and on upgrading skills. Our local libraries share information with each other, with community agencies, and with colleges and universities to give people opportunities they could get nowhere else.

For the functionally illiterate -- and Rhode Island has the sad distinction of having one of the highest rates of functional illiteracy in the country -- libraries, with the help of federal funds, have taken some impressive steps toward a solution. In 1980, the Coventry Public Library established the first literacy program in a public library in Rhode Island. It was, I think, an ideal pilot project: one where federal funds provided the seed money, a volunteer group provided much of the labor, and the library provided the place, personnel, and other resources. Since then, Coventry has had another literacy grant and one for an English as a Second Language program. Dozens of volunteer tutors have been trained -- some through a program on cable television -- and dozens more students are benefiting by this training to improve their lives. And that is only one of several libraries in Rhode Island who have implemented literacy programs with federal funds.

Other LSCA grants provide seed money for projects having to do with automation. Some of these promote resource-sharing throughout the state and beyond its borders, through the Rhode Island Interrelated Library Network. In this way a patron of a small local library can have access to the library collections of other libraries not only in Rhode Island, but in other states. The federal funds in support of the

Network have provided an effective and cost-efficient means of answering the information needs of Rhode Islanders.

Some automation grants tackle the problem of computer literacy for adults. An LSCA grant enabled the West Warwick Public Library to buy a microcomputer and to hire a teacher to train people in its use. Not everyone can afford a computer at home; through the library, anyone can acquire computer skills.

Other groups depend heavily on help from LSCA funds: Rhode Island has had a large influx of Indo-Chinese immigrants. The Providence Public Library has used Major Urban Resource Library funds to develop a collection of Laotian and Cambodian materials. Federal funds enabled these Indo-Chinese people to adjust to life in the United States, and to become self-sufficient.

The blind, the deaf, the physically handicapped, minority groups, and other special constituencies have all been beneficiaries of LSCA funds in Rhode Island.

Whether it is small children who need the library for their earliest learning, or students who some day will be running this country; whether it is a smallbusinessperson who needs help and advice, or a major company seeking technical informaton -- at all ends of the spectrum, libraries are a crucial part of our educational system. Knowledge, it was said over and over again at the White House Conference in 1979, is power. For the strength and power of our country -- for the quality of our lives, for our economic health, for our national defense, for our technological advancement -- we need an educated, informed citizenry. And we need support for libraries, which are among the greatest educational institutions in this country.

Thank you for the opportunity to submit this testimony to your subcommittee.

Joan Ress Reeves
236 Freeman Parkway
Providence, R.I. 02906

TESTIMONY

by Virginia H. Mathews
Before the House Postsecondary Education Committee

March 5, 1983

My name is Virginia H. Mathews. I am an editor and a writer of professional books for library media and information specialists, and also a consultant in the literacy and library fields. I am also a member of the Osage Indian tribe whose reservation is in Oklahoma, and the daughter of Osage Indian historian, John Joseph Mathews. I serve as the chairman of the American Library Association's committee on library service to American Indian People, and also represent Indian interests on the White House Conference on Library and Information Services Taskforce, a citizens groups concerned with follow up and implementation of the recommendations from the 1979 White House Conference on Library and Information Services.

I am testifying in full support of the provisions of the proposed Title IV in the amended and extended version of the Library Services and Construction Act to provide for library services to Indian tribes and reservation communities. These provisions follow closely in letter and in spirit the substance of the resolution passed by the delegates from across the nation who participated in the White House Conference, concerning Indian libraries. This resolution in turn incorporated the recommendations made and voted upon by the Indian delegates to the all-Indian White House Preconference on Indian Library and Information Services on or near Reservations which was held in Denver in 1978.

I am especially pleased to note that your draft Title IV contains provisions not only for purchase of materials and development of appropriate facilities and programs, but for such things as preservice and inservice training of Indian people as library workers in these programs; dissemination of information about library services, and assessment of tribal library needs, as well as transportation to provide access to library information and services for those living in the often isolated reaches of the reservations. We are gratified to note that this title also incorporates the suggestions of our preconference concerning consultation with the Secretary of the Interior and his staff for the purpose of coordinating programs under Title IV with programs related to library-information administered by Interior. It should be recorded, however, that up to this time no program of this kind has been operated by the Department. This is in spite of the fact that over about the past ten years, several plans and proposals have been developed under the auspices of Interior, in which I and several others have been involved. Neither is there at this time any program or funding dedicated to the operation of public/community reservation library services for Indian people living on or near reservations by any federal agency.

Awareness of a crucial need for library and information services and of the serious negative results of the lack of them has been growing among tribal leaders and Indian organizations throughout the past decade. Communications between these leaders and the professionals in the library field (including an increasing number that are Indian) has been strengthened in the course of several successful demonstration projects, and especially through the efforts of the National Commission on Libraries and Information

Science. The Commission has conducted hearings in several locations throughout the country, and carefully investigated the complaints about the lack of library services lodged with them by Indian people. A report of the situation they found, together with recommendations for beginning to rectify it, was prepared by the Commission in 1974 and sent to the two relevant agency heads: the Secretary of the Department of Interior and the Commissioner of the then U. S. Office of Education. From this report came the impetus for the development of a library improvement plan in the Department of Interior which was never implemented. Later, at the instigation again of the National Commission, Interior/BIA collaborated on the sponsorship and organization of the White House Preconference concerned with libraries' developed for Indian people on or near the reservations. Throughout the development of the improvement plan and the planning and preparation for the White House Preconference -- a total period of about four years -- there were full and frequent inputs sought from the tribes, from Indian organizations and interested individuals. Beginning in 1976 The American Indian Libraries Newsletter published by the ALA Indian libraries committee disseminated news and encouragement to tribes to begin library development to the extent possible on their own, reaching out for private sector and special project funds to meld with tribal allocations for getting started. The Ala Committee offered such technical assistance as was possible for volunteer individuals with their own jobs to do and no funds.

No week goes by without my, or one of my Indian librarian colleagues,receiving letters and phone calls requesting help with funding sources, materials selection and organization or training workshops for reservation personnel. We can seldom give more active assistance than that we give over the phone or by letter. Indian people living on or near reservations know that they badly need library and information services for a variety of reasons, and they realize it increasingly every day. Many have been struggling to meet the need, a few with notable success, and several with some help from the states which were willing to allocate small amounts of money from LSCA and state sources. None have been able to develop, however, a steady and reliable source of operational funds upon which project and private sector funds could be built. That is the great function that funds from Title IV could fulfill. With it, tribes could contract for technical help.

One of the best examples has been New York State where the staff of the state library agency in the state department of education has worked with the Mohawk and Seneca nation reservations. Wisconsin, too has made an enlightened effort to work with its Indian reservation populations. In New York, the Akwesasne Library and Cultural Center, begun through the persistent and impassioned effort of tribal leadership, won the respect and the assistance of the state library agency and has become the 27th member of the regional library system in its region -- the Clinton-Essex-Franklin Regional Library System headquartered at Plattsburgh, N. Y. It is highly regarded by the director, Stanley Ransom,as a valuable contributing member of the regional network, providing much valuable regional material to other member libraries as well as receiving materials and assistance from them. Mr. Ransom asked that I convey to you the wholehearted support of his upstate rural region for Title IV which he regards as "a national recognition and reinforcement and an evolution for the work that has been done by Indian people to get library services, and by those who have tried to help them."

This example leads me to say that you should perhaps consider adding a fourth purpose to the three you already have stated for this Title IV: to enable Indian reservation libraries to become part of regional and other library networks, and to provide both access points for Indian people into the riches of shared resources, and permit them to share their rich resources with others in the larger society. Many aspects of Indian life today and historically have been extraordinarily well documented but ironically Indian people themselves have little or no access to these printed and computerized databases. For instance, the dictionary catalog of the Edward E. Ayer Collection on America and the American Indian, first published in 1961, lists 90,000 pieces in its collection. Supplements in 1970 and 1980 have added about 19,000 books, and in 1980 the collection now holds every doctoral dissertation on the American Indian. The subject catalog of the library of the State Historical Society of Wisconsin has some 230 pages of citations on the American Indian; Psychinfo (database for psychological abstracts) has 595 entries on Indians, and Medline, the database on health and medical matters has 2000 items cited. The ERIC database on educational matters holds 7575 citations on Indians, and there are thousands of other entries of interest and usefulness to Indian people in dozens and dozens of other databases and indexes. Developing library/information centers on or near reservation communities through the help of Title IV funds will give Indian people points through which to access all of this information about themselves -- their culture, their health, their educational potentials, their job and career possibilities and much, much more.

Reservations are important to Indian people --even, and perhaps especially, to that half of the population that do not live and work on them. It is due in large part to the sense of community and the preservation of their culture afforded by the reservations that Indian people have survived to become one of the fastest growing population groups in the country, now 1.4 million of us. Remember too, that there are millions of other Americans who are not counted as Indian but who treasure their part-Indian heritage. Indian people live all over the country, but those fortunate enough to have their reservations behind them go back to them frequently to draw strength, courage and self-identity, and to help maintain their Indian values which are so often in conflict with the harshly competitive bottom-line society at large. Real operating community libraries on the reservation will greatly enhance motivation for learning in both adults and young people. Indian people have a deep and innate respect for knowledge and for the wisdom distilled from the combination of knowledge with experience, and they have a deeply imbedded instinct for passing it along from one generation to another. Indian families have strong ties and Indian parents who model good ongoing learning behavior have shown amazing results even without libraries to help them. It is very common for a parent, going back to school to get a degree or even a high school equivalency certificate, or an older brother or sister who has taken the plunge into postsecondary education, to inspire all the younger children to stay in school or strive to go beyond highschool themselves. With libraries to help parents to create a love for books and for learning in preschool children, and to reinforce reading and learning habits -- their own, and their childrens -- great things will be possible for Indian communities! Indeed, recent studies have shown that improving the literacy, language and learning skills of adults can have significant impact on the educability of their children through the intergenerational transfer of literacy and motivation.

Add to all of this the greater job flexibility, the potential for the development of higher literacy and thinking skills so needed by almost all workers (98% according to recent studies) in today's high technology society, plus economic and management information for tribal leaders that the library information center on or near the reservation can provide, and you begin to get a vivid idea of what Title IV in your amended LSCA can mean. There is the potential of tremendous intellectual aptitudes among Indian people, as well as aptitudes and talents in the arts, the professions and business. Thousands of Indian people who have earned their educations against great odds are contributing handsomely to American life, and many more will be able to do so with the opportunities libraries provided with the help of Title IV can give them.

Many major Indian organizations and groups have expressed their support for the elements included in our White House

Conference resolution, so many of which are incorporated in Title IV. They include the National Congress of American Indians, the National Indian Education Association, the Consortium of Indian Controlled School Boards, and the National Advisory Council on Indian Education. This last, NACIE, is a Commission appointed by the President to advise on education matters affecting Indian children. While it serves specifically in an advisory capacity to the Indian education programs within the Department of Education, it has oversight responsibilities also for relationships with BIA and between BIA and the Department of Education programs. Even the Bureau of Indian Affairs, through its Congressional and Legislative Affairs Office (USDI) supported the Indian library elements of an earlier discussion bill related to community library services, basing its support in the response document on "a great need already demonstrated" and the fact that "it is the wish of the tribes that these needs be met."

A recent (October 1981) report adopted by unanimous vote of the NCAI's general assembly at its 38th annual meeting, included "support for Indian libraries and learning centers" and concluded that "library information centers must be made available not only to school-age children but to all adults as individuals, parents, and lifelong learners; as well as to Tribal planners, businessmen and service providers." In a letter to the executive director of the National Commission on Libraries and Information Science, also in 1981, Ronald P. Andrade, Executive Director of the NCAI said, in part: "It has become clear that library and information access is essential to the political sophistication, the economic growth, the social well-being, and educational development, and the cultural survival of our people. We have become increasingly aware of this over the past few years in relation to the efforts to effect self-determination by the more than half of our population that lives on, or has close continuing ties to, reservations...

"The White House Preconference on Indian Library and Information Services, sponsored by NCLIS with USDI, and the resolutions coming out of the White House Conference itself, have helped immensely to give visibility to Indian information needs and to raise hopes and expectations in the national Indian community...

"NCAI wants to pledge its wholehearted support...the groundwork that has been laid by a small but dedicated group of Indian librarians, with the sponsorship and help of NCLIS, has whetted the appetite of Tribal leaders and reservation communities for technical libraries and information centers, books and other materials, and above all, interconnections with existing databases so that Indian people can "plug in" to needed information and so that reservation libraries can become part of regional and national networks."

I would like to close with an expression of my thanks and appreciation to the Postsecondary Education Subcommittee for its wisdom in amending LSCA to include the proposed Title IV to close a gap and enhance the future of Indian reservation people with libraries and information services.

Virginia H. Mathews

Vg H. Mathews

SPECIAL LEGISLATION ISSUE

American Indian Libraries Newsletter

Volume VII, Numbers 1 & 2 Spring/Summer 1983

News Update as of May 16, 1983

H.R. 2878 "to amend and extend the Library Services and Construction Act" was reported by the Subcommittee on Post Secondary Education in a bill dated May 6. When the bill was "marked up" the previous day, an amendment introduced by a subcommittee member was passed, deleting the language of the discussion bill which specified that funds appropriated for Titles I, II, and III would not be paid out unless 2 percent were also appropriated for Title IV (the so-called "hold hostage" mechanism).

On May 11 the full Education and Labor Committee, in approving it subcommittee's report, changed the 2 percent from an add-on (funding in addition to funds going to other public library services under LSCA) to a *2 percent set aside* from the total amount appropriated to the states for the other titles. This means that 2 percent of the amount received by the states for titles I, II, and III will go direct to Indian tribes (as defined in the bill—see p. 3). This in effect is considering the Indian nations as a fifty-first state—dividing up the money just as though the tribes were another state, so that each state gets a 2 percent smaller amount. This was a friendly gesture on the part of the committee, because it ensures that the title will be funded (an alternative mechanism to the "hold hostage" one that was knocked out).

As far as we have been able to figure out, each tribe is eligible to receive $6,211, beginning with fiscal year 1985. It is not riches, but it is certainly a good start.

If in doubt, you will need to ascertain whether your tribe fits the eligibility criterion. Some tribes have only recently been recognized by the U.S. Government even though they do not have trust lands. Others have state reservations. As far as we have been able to discover, only one third of the states have no federally recognized tribes at this time—with or without reservations.

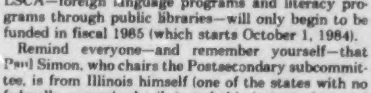
If you are from one of these states, we ask that you make a special effort to talk to your member of Congress and ask him or her to ask other members of your state's congressional delegation also to vote for H.R. 2878 when it comes to the floor of the House, with special interest in having the bill stay as it is now. We don't want anyone knocking out or altering the present strength of the Indian libraries' Title IV when it comes up for a vote. Ask that they show their statesmanship and their sense of fairness by voting for this even though they may have no Indian people to whom it will give direct and immediate benefits. Remind them that there are Indian people living in every state of the Union. Remember to tell them that Indian people represent a large proportion of the tiny percentage of all the American people who still have little or no access to even minimal public library services. Be sure to talk to your senators also when the bill goes to the Senate and is given a Senate number.

In any case, whether your state has recognized tribes within its borders or not, talk to your congressional representatives now about the importance of voting for LSCA and supporting Title IV.

If your state librarian is jumpy—don't assume it, but find out—about the 2 percent set aside, explain how small the amount is, how desperately it is needed and stress the fairness and equalization issue. Remember that Title IV, like the other two titles that have been added to this amendment and extension of LSCA—foreign language programs and literacy programs through public libraries—will only begin to be funded in fiscal 1985 (which starts October 1, 1984).

Remind everyone—and remember yourself—that Paul Simon, who chairs the Postsecondary subcommittee, is from Illinois himself (one of the states with no federally recognized tribe), and this is true of several members of his subcommittee and the larger Education and Labor Committee too. Indian people and the library information services they need never had better friends!

V. H. M.



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TESTIMONY GIVERS AND OTHER MOVERS BEHIND LSCA'S NEW TITLE IV ON THE DAY OF THE HEARINGS, MARCH 15, 1983.

E. J. JOSEY, *Chief, Bureau of Specialist Library Services, New York State Library, New York State Department of Education*

VIRGINIA H. MATHEWS, *Editor and writer of professional books and Consultant to the National Commission on Libraries and Information Sciences on American Indian Library Services*

BESSIE B. MOORE, *Deputy Chairman, National Commission on Libraries and Information Sciences and Chair of the Commission's American Indian Library Services Subcommittee*

LOTSEE PATTERSON SMITH, *Associate Professor of Library Science Texas Women's University*

The Long Path to American Indian Libraries*

Well [illegible], as 1982 drew to a close, something really exciting came to fruition for American Indian Libraries: the House Postsecondary Education Subcommittee, chaired by Rep. Paul Simon (D-ILL), issued on December 8 a discussion draft of an unnumbered bill to amend and extend the Library Services and Construction Act, containing a substitute for the Title IV of the existing bill: "Library Services for Indian Tribes." The current Title IV, Older Readers' Services, which was never funded, will now be incorporated in Title I of LSCA. The purpose of the substitute title is to "(1) promote the extension of public library services to Indian people living on or near reservations; (2) provide incentives for encouraging the establishment and expansion of tribal library programs; and (3) improve the administration and implementation of library services in Indian Country by providing funds to establish and support the ongoing library programs."

The findings section of the proposed bill states that this special provision is needed for Indian tribes because, "(1) most Indian tribes receive little or no funds under Titles I, II, or III of this Act [since they have no tax base for matching funds—ed. note]; (2) Indian tribes and reservations are generally considered to be separate nations and seldom are eligible for direct library allocations from states; (3) the vast majority of Indians living on or near reservations do not have access to adequate libraries or have access to no libraries at all as a consequence; and (4) this title is therefore required specifically to promote special efforts to provide Indian tribes with library services."

Indian tribes are defined as "any Indian tribe, band, nation or organized group or community, Alaskan Native Village or regional or Village corporation as defined in or established pursuant to the Alaska Native Claims Settlement Act which is recognized as eligible for the special programs and services provided by the United States to Indians because of their status as Indians." Each tribe would receive, under this Title, equal allotments from the Secreatary of Education upon submission of an approved application made to the same. Funds allotted but not used because of non-application or non-qualification would be allocated by the Secretary of Education among Indian tribes which had submitted approved plans for special project grants. Special project grants would be administered under the supervision of a qualified librarian, and the Federal share of the project cost would not exceed 80 percent. It is important to point out that the intent here is not to deny funds to a reservation with no qualified professional librarian available on the reservation, but to ensure that technical assistance is available to those responsible to the tribe for library development.

The *American Indian Libraries Newsletter* is published periodically by the ALA OLOS Committee on Library Service for American Indian People, Virginia Mathews (Osage), Chairperson. The newsletter is sent by subscription only. Newsletter editor: Dr. Cheryl Metoyer-Duran (Cherokee). Mailing list additions and address changes should be sent to Jean E. Coleman, Director, OLOS, American Library Association, 50 E. Huron St., Chicago, IL 60611; (312) 944-6780. Manuscripts and letters pertaining to editorial content should be sent to Cheryl Metoyer-Duran, Ph.D., Editor, *American Indian Libraries Newsletter*, UCLA, Graduate School of Library and Information Science, 405 Hilgard Ave., Los Angeles, CA 90024. SUBSCRIPTION RATES ARE: $5.00 (individuals); $7.00 (Libraries, institutions, agencies); $10.00 (foreign/overseas); $2.00 (each back copy).

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*Edited and revised from "American Indian Libraries" in *ALA Yearbook*, 1983.

The uses to be made of the funds follow closely the recommendations made under the Indian Library Omnibus proposal which was passed as one of the floor-voted resolutions of the White House Conference on Libraries and Information Service in 1979. This resolution in turn incorporated the recommendations made and voted on by Indian delegates to the White House Preconference on Indian Library and Information Services On or Near Reservations in 1978. Funds received either under the basic allotment formula or as a special project grant could be used for:

"1. inservice or preservice training of Indians as library workers;
2. purchase of library materials;
3. conduct of special library programs for Indians;
4. salaries of library workers;
5. construction, purchase, renovation or remodeling of library buildings or facilities;
6. transportation to enable Indians to have access to library services;
7. dissemination of information about library services;
8. assessment of tribal library needs;
9. contracts to provide library services to Indians living on or near reservations or to accomplish any of the activities described in paragraphs 1-8."

"Any tribe that supports a public library system shall continue to expend from Federal, state and local sources an amount not less than the amount expended by the tribe from such sources for public library services during the second fiscal year preceding the fiscal year for which the determination is made. Nothing in this Act shall be construed to prohibit restricted collections of Tribal cultural materials with funds made available under this Act."

"Any tribe or band which desires to receive its allotment . . . shall submit an application therefor which contains such information as the Secretary may require by regulation . . . Any Indian tribe or band which desires to receive a special project grant from funds available . . . shall submit a plan for library services on or near an Indian reservation. Such plans shall be submitted at such time, in such form, and contain such information as the Secretary may require by regulation and shall set forth a program for the year under which the funds paid to the Indian tribe or band will be used consistent with A—a long range program, and B—any other purpose (to be supplied)."

"The Secretary shall consult with the Secretary of the Interior for the purpose of coordinating programs under this Title with the programs assisted under the various Acts administered by the Department of the Interior pertinent to Indians." *Editorial note: there are no Acts or programs administered by the U. S. Department of the Interior or any other agency dedicated to operation of public library programs for Indian people living on or near reservations.*

Authorizations for each of the five years (FY 1984-1988) would be an amount equal to two percent of the total appropriated for title I, II, and III. Funds appropriated for titles I, II, and III, would not be paid out unless the two percent were also appropriated for Title IV. Thus appropriations for Indian programs would be in addition to funds going to other public library services under LSCA. *(See News Update for important changes.)*

It has been a long road to the development of this title program which would provide for Indian people living on or near reservations access to library and information services that is equal to minimal services accessible to all other citizens of the United States as a base for development. The intensive push for improvement of Indian library services over the past decade has been based on *communication* with Indian tribal leaders, Indian organizations, and many others concerned with this need. This communication has evolved through the following: frequent input from the tribes to the Bureau of Indian Affairs plan for library improvement (initiated by ALA's Indian Library Services Subcommittee members under the auspices of the Department of the Interior's Office of Library and Information Services, but never implemented by the department); full and frequent communication in connection with planning for the White House Preconference on Indian Library and Information Services (throughout 1977 and 1978); and above all through the splendid awareness and communication tool developed by the ALA Subcommittee, the *American Indian Libraries Newsletter*. Established in 1976 and planned as a quarterly, financial constraints determined its existence as a three-times-a-year publication. However, in 1982 it was eliminated altogether from ALA's budget. This is ironic and tragic at the very moment when Indian people all over the country need more than ever to hear the latest news about the legislation and other opportunities for library development for which they have waited so long. The previous issue of this Newsletter was instrumental in getting out the word of the possibility of an Indian libraries title, and Paul Simon's committee and staff were amazed by the enthusiastic and helpful response they received from Indian people across the country.

Now there is much work to do: the committee and Congress will hear from Indian people and their advocates about the importance of Title IV. Its efforts to locate funding for the continuation of this Newsletter must be initiated.

We are grateful for the OLOS office within ALA and Jean Coleman who struggles valiantly with us to hold on to our gains despite adversity. We also have a growing and loyal membership in the American Indian Library Association. A new brochure released in December, 1982, described the association and its purpose and plans. Progress along the path of Indian library development has been slow but steady. The new legislation will certainly assist us in our efforts to complete the journey.

VIRGINIA H. MATHEWS (Osage)
Chairperson: OLOS Subcommittee on
Library Services for American Indian People

Excerpts from Testimonies Presented to the U.S. House of Representatives, Subcommittee on Postsecondary Education, March 15, 1983

I. Lotsee Smith

I am Lotsee Smith, Associate Professor of Library Science at Texas Woman's University. I am an enrolled member of the Comanche Tribe and President of the American Indian Library Association. I also represent the Indian nations as the professional member of the White House Conference on Libraries and Information Services Task Force whose purpose is to implement the resolutions passed at the November 15, 1979, White House Conference. Born and raised on an Indian allotment in Oklahoma, I have taught in a BIA boarding school, have served as a consultant to numerous organizations, universities, tribal groups, and other institutions involved in training Indian librarians or developing tribal libraries.

For five years I directed library personnel training and library demonstration projects (funded under Title IIB HEA and NEH) on reservations in New Mexico while I was a faculty member at the University of New Mexico.

Since 1968 I have been closely involved in library education for Indians and with library development on reservations. I have been in contact with literally hundreds of concerned persons. During this time I have continuously received letters and phone calls from tribal people pleading for assistance in their search for funding for reservation libraries and services. Following are samples taken from correspondence in my files.

> At the last Tribal Council meeting, I, as a chairman of the Education Committee, informed the Council that many of the parents and students have come to me asking if a library can be set up in our community. The Council took into consideration the home situation where in many cases it is very impossible for the students to study or to do research. The Council authorized the committee to seek funds that would provide the library which is badly needed at Santo Domingo Pueblo.
>
> Mr. Benny Star
> *Chairman of Education*
> *Santo Domingo Tribe*
> *Santo Domingo Pueblo, N. Mex.*
> *December, 1975*

***

The following excerpt gives an indication of the obstacles faced by Indians in their search for help.

> Following my trip to Cherokee and your subsequent conversation with my staff, I have researched your question about where funding is to be found for public libraries on Indian reservations. I also am aware that public in this sense refers to services provided for the entire community—Indians and non-Indians, adults and children.
>
> In this department's Bureau of Indian Affairs (BIA) budget there has been no money appropriated for public or community libraries on Indian Reservations. However, there have been appropriations from the budget of the Department of Health, Education and Welfare (HEW) for public libraries in general. BIA has a special responsibility for services on Indian reservations and has in the past accented educational or school services.
>
> Cecil D. Andrus, Secretary
> *U.S. Department of the Interior,*
> *in a letter to Sandra Harrison,*
> *Librarian, Qual'a Boundary Public Library*
> *Cherokee, North Carolina*
> *September, 1978*

Perhaps more poignant than the written statements are those I encountered when talking to Indian officials:

> Our old people need something to d[illegible] have nowhere to go and nothing to do. A[illegible] of our adults are working on their G.E.D[illegible]ey need material to use in their preparation.
>
> Our high school students are bussed [illegible] reservations to public schools, sometimes [illegible] as 40 miles. They cannot stay after hours to use library services. They are placed at an unfair disadvantage because they have no access to library materials after school. Most of them do not have these kinds of materials in their homes. They need a place to study and they need resources that they can use in their studies in writing reports and so forth.
>
> Our tribal officials need materials to refer to when we are discussing matters of interest to the tribe. We want copies of the State laws, codes, regulations and so forth so that we can *see* what they say, and we don't have to take somebody else's word.
>
> We want copies of materials written about our people. Ph.D.'s come out and study us, analyze us, investigate our behavior, our culture, and all kinds of things, they go back and write about us, but we never see what they write. We want copies available of what they wrote so we can see what they have to say about us. These materials could be put in a community library for everyone to read.

Their attitude is summarized well in the words of Dave Warren, a Santa Clara/Chippewa scholar;

> The pueblo is undergoing continuing challenge in terms of relationships with other communities, issues involving the maintenance of traditional ways while attempting to meet the demands of a new society and many other similar issues. As a result, it is becoming more important each day that the community prepare itself to deal with a wide range of complex issues involving historical, legal, social and economic factors. It is, therefore, extremely important that the community have a library facility and staff which can

> provide the community with resource materials and services which provide knowledge and skills to all persons.

This is but a smattering of the documentation in existence that expresses the views of Indian people and those who have worked with them regarding their need and concern for libraries and library service. Perhaps it is sufficient to say that there is a universal desire by Indian tribes to have libraries on their reservations, and that Title IV is a direct response to the resolutions passed at the Indian pre-White House Conference on Libraries and Information Services and by the delegates to the White House Conference. There continues to be a high level sense of frustration as they seek assistance for funding only to discover, always, there is no source of help other than grant money, which is increasingly difficult to obtain . . . .

2. VIRGINIA MATHEWS

My name is Virginia H. Mathews. I am an editor and a writer of professional books for library media and information specialists, and also a consultant in the literacy and library fields. I am also an enrolled member of the Osage Indian tribe whose reservation is in Oklahoma, and the daughter of Osage Indian historian, John Joseph Mathews. I serve as the chairman of the American Library Association's committee on library service to American Indian People, and also represent Indian interests on the White House Conference on Library and Information Services Taskforce, a citizens group concerned with follow up and implementation of the recommendations from the 1979 White House Conference on Library and Information Services.

I am testifying in full support of the provisons of the proposed Title IV in the amended and extended version of the Library Services and Construction Act to provide for library services to Indian tribes and reservation communities. These provisions follow closely in letter and in spirit the substance of the resolution passed by the delegates from across the nation who participated in the White House Conference, concerning Indian libraries. This resolution in turn incorporated the recommendations made and voted upon by the Indian delegates to the all-Indian White House Preconference on Indian Library and Information Services on or near Reservations which was held in Denver in 1978.

I am especially pleased to note that your draft Title IV contains provisions not only for purchase of materials and development of appropriate facilities and programs, but for such things as preservice and inservice training of Indian people as library workers in these programs; dissemination of information about library services, and assessment of tribal library needs, as well as transportation to provide access to library information and services for those living in the often isolated reaches of the reservations. We are gratified to note that this title also incorporates the suggestions of our preconference concerning consultation with the Secretary of the Interior and his staff for the purpose of coordinating programs under Title IV with programs related to library-information administered by Interior. It should be recorded, however, that up to this time no program of this kind has been operated by the Department. This is in spite of the fact that over about the past ten years, several plans and proposals have been developed under the auspices of Interior, in which I and several others have been involved. Neither is there at this time any program or funding dedicated to the operation of public/community reservation library services for Indian people living on or near reservations by any federal agency.

Awareness of a crucial need for library and information services and of the serious negative results of the lack of them has been growing among tribal leaders and Indian organizations throughout the past decade. Communications between these leaders and the professionals in the library field (including an increasing number that are Indian) have been strengthened in the course of several successful demonstration projects, and especially through the efforts of the National Commission on Libraries and Information Science. The commission has conducted hearings in several locations throughout the country, and carefully investigated the complaints about the lack of library services lodged with them by Indian people. A report of the situation they found, together with recommendations for beginning to rectify it, was prepared by the commission in 1974 and sent to the two relevant agency heads: the Secretary of the Department of Interior and the Commissioner of the then U.S. Office of Education. From this report came the impetus for the development of a library improvement plan in the Department of Interior which was never implemented. Later, at the instigation again of the National Commission, Interior/BIA collaborated on the sponsorship and organization of the White House Preconference concerned with libraries developed for Indian people on or near the reservations. Throughout the development of the improved plan and the planning and preparation for the White House Preconference—a total period of about four years--there were full and frequent inputs sought from the tribes, from Indian organizations and interested individuals. Beginning in 1976 the *American Indian Libraries Newsletter* published by the ALA Indian libraries committee disseminated news and encouragement to tribes to begin library development to the extent possible on their own, reaching out for private sector and special project funds to meld with tribal allocations for getting started. The ALA Committee offered such technical assistance as was possible for volunteer individuals with their own jobs to do and no funds.

. . . You should perhaps consider adding a fourth purpose to the three you already have stated for this Title IV: to enable Indian reservation libraries to become part of regional and other library networks, and to provide both access points for Indian people into the riches of shared resources, and permit them to share their own resources with others in the larger society. Many aspects of Indian life today and historically have been extraordinarily well documented but ironically Indian people themselves have little or no access to these printed and computerized databases. For instance, the dictionary catalog of the Edward E. Ayer Collection on America and the American Indian, at the Newberry Library in Chicago, first published in 1961, lists 90,000 pieces in its collection. Supplements in 1970 and 1980 have added about 19,000 books, and in 1980 the collection now holds every doctoral dissertation on the American Indian. The subject catalog of the library of the State Historical Society of Wisconsin has some 230 pages of citations on the American Indian; Psychinfo (database for psychological abstracts) has 596 entries on Indians, and Medline, the database on health and medical matters has 2000 items cited. The ERIC database on educational matters holds 7575 citations on Indians, and there are thousands of other entries of interest and usefulness to Indian people in dozens and dozens of other databases and indexes. Developing library/information centers on or near reservation communities through the help of Title IV funds will give Indian people points through which to access all this information about themselves—their culture, their health, their educational potentials, their job and career possibilities and much, much more.

Reservations are important to Indian people—even, and perhaps especially, to that half of the population that do not live and work on them. It is due in large part to the sense of community and the preservation of their culture afforded by the reservations that Indian people have survived to become one of the fastest growing population groups in the country, now 1.4 million of us. Remember too, that there are millions of other Americans who are not counted as Indian but who treasure their part-Indian heritage. Indian people live all over the country, but those fortunate enough to have their reservations behind them go back to them frequently to draw strength, courage, and self-identity, and to help maintain their Indian values which are so often in conflict with the harshly competitive bottom-line society at large. Real operating community libraries on the reservation will greatly enhance motivation for learning in both adults and young people. Indian people have a deep and innate respect for knowledge and for the wisdom distilled from the combination of knowledge with experience, and they have a deeply imbedded instinct for passing it along from one generation to another. Indian families have strong ties and Indian parents who model good ongoing learning behavior have shown amazing results even without libraries to help them. It is very common for a parent, going back to school to get a degree or even a high school equivalency certificate, or an older brother or sister who has taken the plunge into postsecondary education, to inspire all the younger children to stay in school or strive to go beyond high school themselves. With libraries to help parents to create a love for books and for learning in preschool children, and to reinforce reading and learning habits—their own, and their childrens'—great things will be possible for Indian communities! Indeed, recent studies have shown that improving the literacy, language, and learning skills of adults can have significant impact on the educability of their children through the intergenerational transfer of literacy and motivation.

Add to all of this the greater job flexibility, the potential for the development of higher literacy and thinking skills so needed by almost all workers (98 percent according to recent studies) in today's high technology society, plus economic and management information for tribal leaders that the library information center on or near the reservation can provide, and you begin to get a vivid idea of what Title IV in your amended LSCA can mean. There is the potential of tremendous intellectual aptitudes among Indian people, as well as aptitudes and talents in the arts, the professions, and business. Thousands of Indian people who have earned their educations against great odds are contributing handsomely to American life, and many more will be able to do so with the opportunities libraries, provided with the help of Title IV, can give them.

Many major Indian organizations and groups have expressed their support for the elements included in our White House Conference resolution, so many of which are incorporated in Title IV. They include the National Congress of American Indians, the National Indian Education Association, the Consortium of Indian Controlled School Boards, and the National Advisory Council on Indian Education. Even the Bureau of Indian Affairs, through its Congressional and Legislative Affairs Office (USDI), supported the Indian elements of an earlier discussion bill related to community library services, basing it support in the response document on "a great need already demonstrated" and the fact that "it is the wish of the tribes that these needs be met."

NCAI's general assembly has adopted by unanimous vote "support for Indian libraries and learning centers" and concluded that "library information centers must be made available not only to school-age children but to all adults as individuals, parents, and lifelong learners; as well as to Tribal planners, businessmen and service providers." In a letter to the National Commission on Libraries and Information Science, the executive director of the NCAI said, in part: "It has become clear that library and information access is essential to the political sophistication, the economic growth, the social well-being, the educational development, and the cultural survival of our people. We have become increasingly aware of this over the past few years in relation to the efforts to effect self-determination by the more than half of our population that lives on, or has close continuing ties to, reservations . . . NCAI wants to pledge its wholehearted support for information centers, books and other materials, and above all, interconnections with existing databases so that Indian people can 'plug in' to needed information and so that reservation libraries can become part of regional and national networks."

3.E. J. Josey

My name is E. J. Joney. I am Chief, Bureau of Specialist Library Services, New York State Library in the New York State Education Department. In my position I am responsible for a wide range of programs and among these is the development of programs and services and the administration of funding for Indian Library Programs. I am a member of the Executive Board of the American Library Association (ALA), a nonprofit educational organization of almost 40,000 librarians, educators, trustees, and friends of libraries. The association is dedicated to the strengthening and improvement of library and information services for all of the American people. I am also a candidate for the office of vice president and president-elect of the association. I am commenting today on the proposed Title IV of the amendments to LSCA, Library Services to Indian Tribes, in my capacity as an administrator at a State Library agency.

There are ten Indian reservations in New York State. These reservations are owned and occupied by the Iroquois, Poospatuck, and Shinnecock Indians.... In 1977 the New York State Legislature appropriated $100,000 for development of Indian libraries on three reservations. Since that time the appropriation has been increased to $191,254. New York is the first state in the nation to appropriate funds for Indian libraries. An Ad Hoc Advisory Committee on Libraries including representatives from Indian communities was appointed by the commissioner of education to develop guidelines and plans to implement the programs. Funds are administered by the Bureau of Specialist Library Services of Library Development of the State Library and are paid to tribal governments on the basis of service area, population, and acreage throughout the reservation. Four library service programs are underway including two at the Seneca Nation of Indians, and one each at the Tonawanda Seneca Tribe, and the St. Regis Mohawk Tribe. In each of the Indian communities, the tribal government has decided to affiliate or contract with a public library system chartered by the State. The State Indian Library Program parallels the public library systems in that services are free....

The LSCA program has provided library and information services to millions of citizens. The reauthorization of this act will ensure the continuance of library and information services to the American people. The new Title IV, Library Services for Indian Tribes, will certainly strengthen library services to the Indian people on the four reservations in New York State that currently have library services as well as encourage the development of library services on the six reservations that do not have library services in the State. In addition to helping the Indians in New York State, it will certainly aid in the development of library services in many states of the nation in which there is no allocation for library services to Indian people. From our experience in New York State, we have concluded that although the Indian people desire library and information services, the lack of funds to develop basic library and information services is a deterrent. Therefore, Title IV will certainly contribute greatly to enriching the educational opportunity of the American Indian people. Moreover, Title IV will provide base support in those areas of the country in which there is no library program for Indian people as well as enhance weak and fledgling programs. Libraries in America have become increasingly interdependent and Indian libraries will be strengthened through cooperative relationships with other libraries through networking, thereby ensuring the sharing of resources through networks....

4. JANICE BEAUDIN: *Letter of support*

Dear Mr. Chairman:

As an Indian librarian and Chairperson of Wisconsin's State Planning Committee of Indian Library Services, I am writing in support of the proposed Library Services and Construction Act (LSCA) amendment to include Title IV—Library Services for Indian Tribes. It is this type of support which is essential to the survival of Indian libraries.

In 1975, Wisconsin developed a statewide plan for Indian library services. At that time, there were two existing tribal libraries on the Menominee and Oneida reservations. Subsequently, eight additional Indian libraries were established among the Chippewa, Potawatomi, and Winnebago tribes as well as one urban library outreach service for American Indians in Milwaukee. The success of these libraries and services was in part due to the availability of LSCA funds. When their eligibility expired, most of the newly established libraries were unable to provide materials and information nor to continue services at the previous level. Thus, some libraries were forced to close.

During this time, the state of Wisconsin has assisted the tribes by providing technical assistance, funds for the State Planning Committee for Indian Library Service and a periodic update of the published *Statewide Plan for the Development of Indian Library Services in the State of Wisconsin*; however, these activities become ineffective without the necessary federal funds for implementation.

While the tribes in Wisconsin have acknowledged the importance of libraries, adequate funding remains the key to sustaining our tribal collections, services, facilities, and personnel. Reservations and Indian communities are located in remote and isolated areas of the state. Thus, they do not have access to quality library collections nor to the tribally relevant resources and services which indigenous Indian librarians have been trained to select and provide. Federal support is essential to the survival and revival of our tribal libraries...

I vehemently support the proposed LSCA, Title IV—Library Services for Indian Tribes. This provision has the potential for creating and maintaining quality tribal library services throughout the nation. Tribes have envisioned the growth of Tribal libraries to the extent of planning elaborate collections and research facilities comparable to those of the dominant American society. LSCA funds are needed to ensure that the tribal resources presently contained in the Indian libraries of the Nation will be preserved and made available to future generations.

Sincerely,
Janice Beaudin
Public Service Librarian

2/84

(article for ALA Yearbook, 1984)

AMERICAN INDIANS

The headline news came through just as this book was going to press: H. R. 2878 "to amend and extend the Library Services and Construction Act", which includes a new Title IV to provide funds for the development of community library services for American Indian people on or near reservations, passed the U. S. House of Representatives on January 31st. The size of the affirmative vote was enormously impressive: 357 to 39. It is most encouraging to know that 357 members of Congress know how important public libraries are and how much the people want them to have support at all levels of government. Of course, to become law, the amended LSCA must still be authorized by the Senate, and then signed by the President. There is little doubt that Congressional interest in the bill was strengthened by the addition also of Title VI, which will provide funds for public libraries' support of literacy efforts (another successful initiative of the Office for Library Outreach Services within ALA).

After the authorizations, the process for appropriating the funds must start -- many titles in many bills are authorized but never funded -- so there is still plenty of work ahead for 1984. But after more than a decade of effort, we are getting there step by step! Passage of the bill by the House marks the first time that the library and information needs of American Indian people have ever been officially recognized by specific inclusion in a national ~~law~~ legislation.

To fill in the record for 1983 that led to this satisfying event, we will back up to chronicle the legislative effort and other happenings .

Hearings were called on the Indian libraries title by the

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House Subcommittee on Post Secondary Education, for March 15, 1983. Four witnesses were scheduled to give testimony: David Gipp, Education Director of the United Tribes of North Dakota, and Chair of the Education Committee of the National Congress of American Indians; E. J. Josey, Director of Specialist Library Services, N. Y. State Library, N. Y. State Department of Education (and now Vice-President and President-Elect of ALA); Dr. Lotsee Patterson Smith, Associate Professor of Library Science at Texas Women's University; and Virginia H. Mathews. A last minute crisis prevented Dave Gipp from getting to Washington, but the rest of us testified confidently (speaking extemporaneously from our previously submitted written testimony) while behind us (literally and figuratively speaking) in the hearing room audience, Mrs. Bessie Moore, Mary Alice Reszetar, Jean Simon (wife of the chair of the Congressional subcommittee before whom we testified) and Eileen Cooke of the ALA Washington Office and other supporters silently spurred us on. Congressman Major Owens, our own "librarian in Congress", who serves on the subcommittee, was there, and some seven members gave interested and empathetic attention at various times during the session. Mrs. Moore's being with us despite severe pain prior to an operation on her knee was especially appreciated.

The bill was marked up by the subcommittee on May 5th, and approved by the full House Education and Labor Committee on May 11. The full committee changed the original 2% add-on for funding the Indian library Title IV to a 2% set aside from the total amount appropriated for the states for the other titles. This means that 2% of the total amount appropriated for Titles I, II and III will go direct to the Federally recognized tribes, in effect considering them as an additional state. This was a friendly gesture on the part of the Education and Labor Committee, since it ensures that the title will be funded (an alternative mechanism to the original "hold hostage" idea which was knocked out as undesirable). As far as we have been able to figure out, each eligible tribe will be able to receive $6,211 each fiscal year, 1985-1988. It is not riches, but it is certainly a good start, and paves the way for growth and development through the addition of tribal and other resources. As far as we have been able to ascertain, about two thirds of the states have federally recognized tribes -- some of them only recently recognized as such -- with or without reservations.

Hearings for the Senate side are expected in April of 1984, and the bill will probably move along quite quickly since 1984 is an election year with a typically early closing up of Congressional business.

Some other good news included the fact that through the ~~good~~ interested ~~offices~~ efforts of Charles Benton, the Benton Foundation of Washington, D. C. granted the sum of $1,000 to OLOS to help defray the cost of the American Indian Libraries Newsletter. Mr. Benton, the former chair of NCLIS, continues to serve as a Commissioner. With the assistance of other friends, including Frances and William Rutter of Grantham, New Hampshire (Thompson and Rutter Press), we have been able to add small bits to this fund and produced an 8-page special issue of the Newsletter, telling about the legislation, which was distributed at ALA Conference and to our mailing list of tribal leaders and American Indian Library Association members.

We had a good time at ALA Conference, too. AILA and the OLOS subcommittee co-sponsored a Pow-wow and ceremonial dance. Dennis Reed chaired a committee of Indian librarians and friends in the

Los Angeles area and the event was part of the ALA Conference program, held at the Bonaventure Hotel. Some of the best drums and singers in the LA Indian community came, and also many non-Indian ALA members. Junior Members Round Table Cognotes, issue #3 gave a good review of the evening's success:

"Some of you had other commitments, parties or sessions, but those of you who were looking for excitement somewhere else on Saturday night missed a good show at the Indian Pow-wow sponsored by the OLOS Subcommittee on Library Service for American Indian People and the AILA. Activities included singing, dancing, a craft show and sale, and a raffle all ably coordinated by Dennis Reed. Lotsee Patterson Smith, President of AILA, recognized Jean Coleman and Virginia H. Mathews for their unique contributions to the cause of Indian libraries. Everyone was reminded of the importance of H. R. 2878 and asked to urge their congress persons to support it. (This measure will set aside special monies for library service to the Indian population). At first the Bonaventure seemed to be an odd place for a Pow-wow, but soon the pervasive rhythm of the drumbeat transformed the room. We were caught up in the stamping, whirling and kaleidoscopic colors of the dancers. By the end of the evening, the strength and spirit of the Indian Nations had won a roomful of captives."

Now AILA and the OLOs Subcommittee are planning to get ready to identify and disseminate information about technical assistance available to the tribes against the day when they begin to receive their money.

Virginia H. Mathews (Osage)

NACIE
NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION

March 16, 1984

VED
MAR 21 1984
ARCHON BOOKS

Ms. Mary Alice Reszetar
National Commission on Libraries and
Information Science
GSA Regional Office Building
Suite 3122
7th and D Street, S.W.
Washington, D.C. 20024

Dear Ms. Reszetar:

The National Advisory Council on Indian Education passed a resolution on February 29, 1984, at the Full Council Meeting in Salt Lake City, Utah, in support of the "Library Services and Construction Act Amendments of 1983" (H.R. 2878) that provides funding for Indian tribes to plan and develop library services.

The Council commends those who have supported this legislation and urges that the Senate approve similar legislation.

Access to contemporary library services will help Indian tribes to improve the quality of education in their communities.

A copy of the resolution is attached.

Sincerely

Lincoln C. White
Lincoln C. White
Executive Director

Enclosure

cc: Council Members

[illegible] WASHINGTON, D.C. 20004

NATIONAL ADVISORY COUNCIL ON INDIAN EDUCATION
February 29, 1984

MOTION #7

"I move that the National Advisory Council on Indian Education support the enactment of legislation that provides funding for the establishment of library services on Indian reservations. This support is for legislation such as the "Library Services and Construction Act Amendments of 1983 - H.R. 2878 - that was passed by the House on January 31, 1984. The Council hopes that the Senate will approve similar legislation."

Senator STAFFORD. At this point the committee will stand in adjournment.

[Whereupon, at 11:29 a.m., the subcommittee adjourned at the call of the Chair.]